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Committee on the Elimination of Discrimination against Women

Consideration of reports submitted by States parties under article 18 of the Convention on the Elimination of All Forms of Discrimination against Women

Third periodic reports of States parties

Finland*

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For the initial report submitted by the Government of Finland, see CEDAW/C/5/Add.56 and Add.56/Amend.1; for its consideration by the Committee, see CEDAW/C/SR.141, 142 and 145, and *Official Records of the General Assembly, Forty-fourth Session, Supplement No. 38* (A/44/38), paras. 213–265. For the second periodic report submitted by the Government of Finland, see CEDAW/C/FIN/2; for its consideration by the Committee, see CEDAW/C/SR.272 and *Official Records of the General Assembly, Fiftieth Session, Supplement No. 38* (A/50/38), paras. 346–397.

INTRODUCTION

The 3rd periodic report on the implementation of the Convention on the Elimination of All Forms of Discrimination against Women covers the time period from the year 1992 until the end of 1996. As the previous 2nd periodic report was examined by the CEDAW Committee in January 1995, the 3rd report concentrates on the development since the beginning of the year 1995.

The Ministry for Foreign Affairs was in charge of the preparation of the report. The work was done in close co-operation with the relevant ministries. All ministries were asked to submit written statements. The report was drafted in a working group consisting of representatives from the Ministry of Social Affairs and Health, the Office of the Equality Ombudsman, the Ministry of Justice, the Ministry of the Interior, the Ministry of Finance, the Ministry of Labour, the Ministry of Trade and Industry, the Ministry of Agriculture and Forestry and the Ministry of the Environment. The Ministry for Foreign Affairs also asked for written statements from the main non-governmental organisations and labour market organisations. In addition, a hearing was organised in December 1996 for the NGOs and labour market organisations. These NGOs thus had an opportunity to present their views and comments on the draft report.

The Ministry for Foreign Affairs also paid special attention to the suggestions and recommendations made by the CEDAW Committee on the 2nd report of Finland.

The 3rd periodic report will be published in Finnish and in English.

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ARTICLE 2

1 Fundamental rights reform

The fundamental principle of equality of women and men, laid down in the Convention on the Elimination of All Forms of Discrimination against Women, has been included in the Finnish Constitution Act; Section 5, subsection 3. The provisions on fundamental rights contained in the Constitution Act were revised in their entirety by Act 969/95, which entered into force on 1 August 1995.

This reform modernised Finland's system of fundamental rights. Now fundamental rights apply not only to Finnish citizens but to all persons within the jurisdiction of Finland.

The rights laid down in the Constitution were extended and specified in line with international agreements on human rights. Accordingly, the new provisions in the Constitution extend an individual's legal protection beyond traditional civil and political rights to include new economic, social and educational rights. Altogether new fundamental rights are the rights related to the environment, guarantees of a fair trial and of good public administration.

The text of the new provisions on fundamental rights is more detailed than previously. After all, one of the principal purposes of the reform was to make fundamental rights more directly applicable in courts of law and before other authorities. The reform prescribes that it is the Parliamentary Ombudsman and the Chancellor of Justice of the Council of State that shall supervise the implementation of fundamental rights and international human rights.

According to the Constitution Act, Chapter II, Section 5, subsection 4, equality of the sexes shall be promoted in social activities and in working life. This can be realised in particular when determining remuneration and other terms of service. The government bill concerning the Act pointedly referred to the Convention, Article 2, paragraph a, where it is provided that the principle of equality of men and women should be embodied in the national Constitutions.

"Equality of the sexes shall be promoted in social activities and in working life, particularly in the determination of remuneration and other terms of service, in a manner more precisely specified by Act of Parliament." (Section 5, subsection 4)

Subsection 1 of this Section states that all persons shall be equal before the law, and according to subsection 2 no one shall, without acceptable grounds, be afforded a different status, e.g., on account of sex. According to the preamble, this provision permits any necessary affirmative action, for example actions to improve the status and circumstances of women in order to achieve *de facto* equality.

"All persons shall be equal before the law."
"No one shall, without acceptable grounds, be afforded a different status on account of sex, age, origin, language, religion, conviction, opinion, state of health, disability or any other reason related to the person." (Section 5, subsections 1 and 2).

Likewise, the Constitution Act was supplemented with several other fundamental rights, which are of special relevance when striving to improve the status of women. This refers, in particular, to provisions on economic and social rights. Among the new social rights contained in the Constitution Act are the provisions on necessary subsistence, the security of basic livelihood and housing. A new provision is also the duty of public authority to secure for everyone adequate social welfare and health care services and to support persons charged with the care of children (Section 15 a).

The Constitution Act, Chapter II, Section 16 a, prescribes that it is the duty of public authorities to secure the implementation of fundamental rights and of international human rights.

2 Equality Act

The amendment to the Equality Act entered into force on 1 March 1995 (206/95). In the amendment, the obligation of both the authorities and of the employer to promote equality between the sexes has been specified in more detail. Equality shall be promoted in a target-oriented and systematic manner. An addition to the Act laid down an obligation for the employer to facilitate the reconciliation of working life and family life, as regards both men and women, and to ensure, as far as possible, that the employee is not subjected to sexual harassment or molestation. In addition, employers employing at least 30 employees are requested on a regular basis to include measures expediting the realisation of equality (equality planning) in the annual plans on personnel and training or on the programme of action for labour protection.

The reform also specified prohibitions of discrimination. Indirect discrimination is particularly prohibited in Section 7 of the Act. The reform also reinforced legal remedies. Employers' obligation to give an account of their actions was extended to concern all cases of discrimination in working life and, where wage discrimination is suspected, to concern the bases of the employees' own wages and other necessary information concerning him or her. Provisions were also enacted on the right of a shop steward to obtain information on the pay and other terms of employment of another employee or employee group, where pay discrimination is suspected. By law, however, information on an individual employee is only obtainable subject to that person's consent.

In addition, the reform of the Act increased the compensation payable as a consequence of discrimination so that the minimum amount of compensation is FIM 15,000 and the maximum amount FIM 50,000. In fixing the compensation, the nature and the extent of discrimination and its duration shall be taken into account. Should it be found justifiable - taking into account the type of discrimination and its circumstances - to exceed the maximum amount of compensation, this may be done, the upper limit being, however, FIM 100,000. In some cases, the compensation may also be reduced or the obligation to pay it may be waived. According to

Finnish legislation, this compensation is not in the nature of compensation for damage, nor is financial loss suffered *de facto* by the person discriminated against a prerequisite for obtaining the compensation. In addition to the compensation, the person discriminated against may claim damages for the financial loss incurred on the basis of the Damages Act or other legislation. Obtaining other damages may not, therefore, be based on the fact that the compensation has not covered the financial loss suffered.

The activities of the Equality Ombudsman have been described in Finland's previous reports. In 1995, the Equality Ombudsman received 203 complaints. By the end of November 1996, there had been 159 complaints. Most complaints related to various working life situations, for example to alleged discrimination when filling a post, determining salaries or terminating a contract.

In 1995, 67% of the clients making complaints were women and 22% men, while in 1996 the corresponding percentages were 58% and 31%. Under the Equality Act, a complaint concerning suspected discrimination may be taken to court and the victim of discrimination may be awarded damages, which so far have amounted to FIM 22,000 and more. In June 1996, the District Court of Helsinki sentenced a state employer to pay damages of FIM 100,000, which is the maximum amount of damages that can be awarded in a discrimination case under the Equality Act. This decision has been appealed to the Court of Appeal. (The Annex III includes accounts of two cases where the Equality Act has been applied.)

It will be necessary to amend the Equality Act as a result of the amendments made to the Directive of the European Union on social security schemes in working life. Different retirement ages for women and men will not be possible once the reform has come into force.

In practice, the amendment concerns the bank sector, where the majority of employees are women, and individual working places that have implemented additional pension systems. The amendment has been the subject of much debate, as according to one alternative, women's lower retirement age would be raised to correspond to men's retirement age.

3 Penal Code

The Finnish Penal Code is presently being reformed in its entirety. Part II of the reform entered into force on 1 September 1995 (578/95). The prohibition on discrimination has been included in Chapter 11, Section 9, of the Penal Code. The provision prohibits discrimination on the grounds of, for example, gender in business activities, the exercise of a profession, public service, exercise of official authority or other public office, or in the arrangement of a public event or a general meeting.

> "Anyone who, in business activities, the exercise of a profession, public service, exercise of official authority or other public office, or in the arrangement of a public event or a general meeting, without acceptable grounds,
> 1) refuses to serve another person on generally accepted terms,
> 2) refuses to admit another person to an event or a meeting or removes him/her from such an event or meeting, or

3) places another person in an obviously unequal position or in a substantially worse position with regard to others

on the grounds of race, national or ethnic origin, colour, language, gender, age, family relations, sexual preferences, state of health or of religion, opinion, political or professional activities or any other comparable reason, shall be sentenced, unless the act is to be punished as discrimination in working life, for *discrimination* to a fine or to imprisonment for a maximum of six months."

In connection with the reform of the Penal Code, a provision on discrimination in working life was included in the Penal Code (PC, Chapter 47, Section 3). Discrimination in working life has been dealt with in more detail in Article 11, paragraph 1.

4 Legal protection guide

The Ministry of Justice published in autumn 1996 a guide, the purpose of which is to provide all citizens with information on the Finnish legal protection system. The guide contains practical examples of how to safeguard one's rights in the different branches of jurisdiction. It also includes a section on family law, where are explained, for example, the different legal consequences of marriage and common-law marriage. Citizens are also advised on how to seek legal protection from the European Commission of Human Rights and the European Court of Human Rights.

5 Informing the public about human rights

The Convention on the Elimination of all Forms of Discrimination against Women has been published in the Statute Book of Finland "Suomen Laki I". This book contains the principal acts and decrees in force in Finland. Its publication is subject to an agreement between the State of Finland and the Union of Finnish Lawyers. The text of the CEDAW has also been published in Finnish, Swedish and English as a separate booklet in a series of publications of the Ministry for Foreign Affairs.

Finland's periodic reports to the CEDAW Committee are always published in Finnish and in English. In the course of drafting this report various non-governmental organisations were offered the opportunity to comment on the national implementation of the Convention and on the content of the periodic report.

Education on human rights is given at comprehensive schools and secondary schools as part of the curriculum and in the form of various projects. For example, the curriculum of comprehensive school is composed of nine themes, one of them being the initiation of pupils to international issues, which also include human rights. The different themes can be integrated into the subjects taught at school, such as history and civics, or presented individually for example on the UN Day.

Matters related to human rights and fundamental rights also form part of the basic or further education provided to the police, prison staff, social workers, health care staff and officers, where these subjects are taught according to the mainstreaming principle and/or as separate projects. The education arranged for the police and prison staff emphasises the importance of fundamental rights and of applying laws with due respect to human rights. Several other professional groups, such as court lawyers, are also given further education related to these matters.

ARTICLE 3

1 Preparation of a national programme for equality

In August 1995, in connection with the preparations for the Fourth UN World Conference on Women, the Finnish Government decided to start drafting a national programme for equality that would show the way to a systematic policy of equality.

For the purpose of drafting the programme, several ministries and authorities as well as non-governmental organisations (NGOs) and labour market organisations were asked to state their opinion regarding their plans to implement the Beijing Platform for Action and to list the measures that they expect from the Government. A summary of the opinions, "From Themes to Deeds", was published on 31 January 1996. The drafting of the programme was assigned to the Advisory Council for Equality established under the Ministry for Social Affairs and Health (See Annex I, Council for Equality).

A proposal for the main principles of the national programme was submitted to the Government for approval in June 1996. The proposal consists of the principles adopted and the measures proposed by the ministries and the Council for Equality. At the same time, the Government was presented with the proposal of the Council for Equality for a national action programme for 1997-2001 aiming at preventing violence directed against women and at caring for the victims and the perpetrators of such violence. (See the proposal for an anti-violence programme in the Annex I on the Council for Equality)

The main principles of the draft programme follow those of the Beijing Platform for Action and consequently emphasise the empowerment and advancement of women, the respect for the human rights of girls and women and the promotion of equality of men and women throughout society. The draft focuses on working life, education and training, the information society, men's role in promoting equality and the prevention of violence against women.

The drafting of the national programme was pursued at the Ministry of Social Affairs and Health in autumn 1996. The Ministry plans to present the final version of the programme, together with an estimate of its cost effects, to the Government in the beginning of 1997.

The CEDAW Committee will be provided with the national programme for equality at a later stage.

ARTICLE 4

1 Quota provision in the Equality Act

The Equality Act, Section 4, prescribes that the minimum percentage of both men and women in government committees, advisory boards and other corresponding bodies shall be 40. This same principle is applied also to municipal bodies, with the exception of municipal councils.

The quota provision has been applied satisfactorily, even successfully, in public administration. According to a study conducted in summer 1996, women constitute 42% of the members in government committees and advisory boards. In the working groups of the different ministries, the figure does not exceed 37%. The Ministry of Transport and Communications has been the most successful in implementing the quota provision.

The executive and administrative bodies of agencies and institutions and the corresponding bodies of municipal and state-majority companies shall comprise an equitable proportion of both women and men. The study shows that the executive bodies of all agencies and institutions include women members, although their number varies according to the administrative sector. The percentage of women in the executive and administrative bodies of state-owned companies is 24. No data exists on the number of women in the executive bodies of municipal majority companies.

The quota provision of the Equality Act also concerns municipal executive boards and other municipal bodies. Women received slightly more of the vote in the municipal elections held in autumn 1996 than in the previous elections. The share of women in the municipal councils is now 31.45%. In practice, the number of women decision-makers in municipal bodies will increase substantially in the future. More detailed information will be available in 1997.

ARTICLE 5

1 Violence against women

1.1 Legislative measures to prevent violence against women

In recent years, several legislative amendments aiming at combating violence against women have been in preparation. In connection with the second part of the overall reform of the Penal Code (578/95), which entered into force on 1 September 1995, so-called ordinary assault - even when committed in private place - became an offence subject to public prosecution (PC 21:16). Statistics show that since the entry into force of the amendment, the number of reports received by the police on assaults directed at women by family members have up to doubled in certain regions.

The law takes an increasingly tougher stand in violence by a partner. The purpose of this new stance is to make sure that the protection of family privacy does not mean that the society would condone violence between members of a family.

Nonetheless, the prosecuting authority may decide to waive the prosecution if the victim so demands after careful consideration of the matter.

The provisions of the Penal Code on rape have been revised in 1995 (316/94). Now the scope of the penal provision on rape contained in the Penal Code, Chapter 20, Section 1, is extended to acts committed between spouses. The essential elements of rape were supplemented in a manner that is more in line with the modern concept of justice.

1.2 Proposed legislation concerning the restraining order ("prohibition to visit")

The Ministry of Justice is drafting a government bill on legislation concerning a restraining order that would prevent violent men from visiting their wife and family. The Ministry was given the assignment in October 1996, and the bill should be ready by the end of January 1997.

The principle of the bill is that a restraining order could be imposed in order to prevent a person from committing an offence that threatens another person's life, health, freedom or peace or from causing continuous disturbance. Such an order would constitute a prohibition to meet or otherwise contact the person benefiting from such protection. For special reasons, it would be possible also to prohibit loitering for example near the residence or the working place of the person benefiting from such protection.

1.3 Supporting the victim of violence

The Beijing Platform for Action does not draw attention only to the prevention of violence against women, but also to the necessity to provide sufficient legal protection and assistance to the victim after the offence has been committed.

In connection with reforming criminal proceedings, the Ministry of Justice placed special importance on improving the status of the victims of sexual offences and violent offences. The government bill (GB 82/1995) given to Parliament states that the complainant in an offence that seriously violates his/her person would always have the right to engage a trial counsel - whose fees are paid out of government funds - both for the pre-trial investigation and the trial when the complainant appears as a party before court. If the complainant in such an offence is heard in person during the investigation, and if it is deemed that he/she might need assistance in the pre-trial investigation and the trial, he/she would have the right to an assistant hired at the Government's expense. In other words, the complainant is provided either with a trial counsel or an assistant.

Offences that seriously violate the person according to the bill refer to sexual offences, as laid down in the Penal Code, Chapter 20, and to offences that threaten a person's life and health, as laid down in the said Code, Chapter 21, Sections 1-6, although the latter offences belong to this category only if, in the light of the relationship between the complainant and the suspect, it is considered justified to appoint a counsel. According to the bill, such a situation would exist for example if the wife is the complainant in a violent offence committed by her husband. The bill is presently being dealt with by the Committee for Ordinary Law of the Parliament, and it has been brought before Parliament.

1.4 Domestic violence

Problems of domestic violence are often subject to child protection issues and to health care and social welfare. Child protection authorities see domestic violence as a situation that endangers the healthy growth and development of the child. Efforts have been made to prevent domestic violence by means of information, consultation, family planning and sex education and other measures in favour of families. Society can help prevent domestic violence by providing an efficient system of social welfare and health care services.

One of the divisions of the Council for Equality has studied matters of domestic violence and started, among others, a project for an emergency service for victims of crime. Health education allocations have also been used to fund projects and seminars related to domestic violence.

A few provinces have begun projects to combat domestic violence in their own regions. The national plan for the organisation of social welfare and health care services in 1997-2000 states that an important objective of social welfare and health care services is to prevent violence - especially violence against women, children and the elderly - and to develop assistance and treatment methods for the victims and perpetrators of violence.

Organisations, authorities and private persons have launched projects that help men refrain from the use of violence (the "Jussi", "Mobile" (see Annex V on "the Mobile Project"), "No Knocks" and "Men against Violence" projects). The projects involve providing new male models and making any man that commits a violent act bear responsibility for his deeds. For example, the "Jussi" project undertaken in 1993 aims at lessening the violence that a woman is subjected to within her family by providing support for the man through confidential conversations and different group activities.

1.5 Organisations assisting women and children that are victims of violence

Since Finland submitted its second periodic report, the number of shelters has decreased and is now at 30-40. Thirteen of these are maintained by member associations of the Federation of the Mother and Child Homes and Shelters and the rest by municipalities, other corporations and private persons. The homes and shelters kept by the Federation of the Mother and Child Homes and Shelters function according to the principle of child protection. The objective is to safeguard the child's well-being by providing support to the whole family.

Many of the clients of the homes and shelters come from immigrant and multicultural families. In 1996 the Federation of the Mother and Child Homes and Shelters launched a project called "Mixeri" to support these families.

In 1995, the shelters of the member associations of the Federation of the Mother and Child Homes and Shelters were able to accommodate 50 victims of violence, with 1,492 adults and 1,482 children benefiting from the shelter in that year. Adults spent a total of 14,527 and children a total of 15,758 days/nights at the homes and shelters. Most of the adult customers were women, and the share of men was very small.

The Rape Crisis Centre Tukinainen is a nation-wide crisis centre established by UNIONI, the League of Finnish Feminists, to help women that have been the victims of sexual violence and to provide support to family members and friends. Tukinainen's activities, which consist of therapy and legal counselling, are financed by the Slot Machine Association (an association providing slot machines against payment in order to collect money for the public good, for example for social welfare services). These services are provided free of charge to clients. All the employees are women who have received professional as well as practical training. Tukinainen receives every month about 300 calls from all over Finland.

1.6 Violence against women at the working place

Violence at the working place refers to violence committed between members of the staff or between employees and customers. Traditionally, this type of violence has existed especially in male-dominated fields, such as the police force, prison staff and security companies. In recent years, however, the amount of working place violence has increased especially in the service sector. One explanation is that this sector employs a growing number of people. In addition, more and more people work alone late at night. Also proportionally there is today a greater incidence of violence in female-dominated health-care professions and male-dominated security professions. In female-dominated health-care and service professions, the number of persons subjected to violence has increased substantially compared to traditional fields of "high violence". The victim is often a woman, as she is physically weaker. In connection with labour protection inspections, labour protection districts and labour protection inspectors provide information at the working place on how to observe the Act on the Protection of Labour. Efforts are being made to take the growing risk of violence at the working place into account when planning practical measures.

Mental violence at the working place has not been studied in any great depth in Finland. It is nonetheless a matter of growing concern at working places. The prevention of mental violence is one of the targets of the Occupational Safety Inspectorate for 1997.

2 Minority groups

2.1 Immigrant women

Non-Finnish nationals living permanently in Finland constitute about 1.2% of the population, and the number of men and women in this group is about equal. According to the April 1996 statistics of the Population Register Centre, Finland was home to 33,933 women and 36,746 men with a foreign citizenship. Differences in the distribution of gender do emerge, however, between the various nationalities. For example, there were 357 Philippine women and 66 men, as opposed to 552 Moroccan men and 67 Moroccan women, living in Finland. In both groups, the principal reason for immigrating to Finland has been marriage, and in some cases, there have been arranged marriages between Finnish men and for example Philippine women. Statistics show that the majority of foreign women come from Russia (6,242) and Estonia (5,062). Altogether 3,588 immigrant women belonged to the ill-defined group of Soviet citizens.

The outlook on life, religion, lifestyle and culture of immigrant women differ sometimes radically from the attitudes and values of Finnish women. A foreign woman's role in the family and degree of participation in society and working life does not always correspond to Finnish sex roles. The objective is to permit immigrant women to keep their own outlook on life, religion, lifestyle and culture. Immigrant women should be allowed to show, for example in their behaviour and their dress, that they have a particular traditional lifestyle that they wish to preserve. Everyone - and especially women - should have the right to adhere to the traditions pertaining to their own religion.

However, Finland cannot tolerate beliefs and practices that lead to punishable acts according to Finnish law. One such practice is clitorodectomy (the mutilation of female genitals). Finnish authorities attempt to combat this practice by giving immigrants and people working with immigrants information on the harmfulness and inhuman nature of clitorodectomy and by providing gynaecological care, especially during pregnancy and birth-giving, to women who have undergone this operation. It is possible to raise charges in cases involving clitorodectomy, as mutilation is a punishable act under the Finnish Penal Code. As no known clitorodectomies have been performed on girls in Finland, it has not been necessary to raise any charges.

The Finnish legal system does not recognise polygamy. If a person living in Finland has two families, a residence permit may be granted only to members of one of the families.

Immigrants will find it easier to adapt to Finnish society if they are provided with sufficient information. This would include basic facts on the structure, living conditions and culture of Finnish society. Municipalities guide and advise new immigrants in a number of everyday matters, for example, the role of women and men in the home and in working life, the upbringing of children and the Finnish day-care system. All school-age immigrants receive basic education. Furthermore, special immigrants' classes are available to all immigrants, although they are not compulsory. Immigrants are told that in Finland girls have the same right to vocational training and other education as boys. If necessary, negotiations are conducted to help settle any eventual conflict between the two different cultures regarding the education of girls and to prevent girls from missing the opportunity to schooling.

Immigrant women are encouraged and motivated to participate in education and working life. Day care is available for the children of mothers who study or work. Special weight is placed on women's economic and other independence and on both parent's responsibility for their children.

Immigrant women suffer from their lack of language skills, from a relatively low level of education and from Finland's high unemployment rate. As their level of education rises and they are able to enter the labour market, they will have more realistic chances of achieving equality. Attention is paid especially to improving the status of illiterate women and, in particular, on providing them with training and education.

In the past years, there has been a clear rise in the number of immigrant women seeking refuge at homes and shelters. Therefore, the Federation of the Mother and Child Homes and Shelters in cooperation with six homes and shelters is planning a three-year project to support the integration of immigrants. The project aims at supporting immigrant families in everyday situations and developing basic work carried out in the home.

2.2 Sami women

According to the data from the Population Register Centre, obtained in connection with the election of the Sami Parliament (now called the Sami Thing) in 1995, there were 6,841 Sami living in Finland.

The prohibition on discrimination contained in the Finnish Constitution Act, Section 5, also concerns Sami-speaking people, and Section 14 of the said Act states that the Sami are an indigenous people who have the right to preserve and develop their own language and culture. The new Section 51 a of the Constitution Act (973/95) guarantees cultural autonomy for the Sami language and culture within the Sami homelands. Legislation and services concerning the Sami are gender-neutral, and the system of services as a whole is careful not to place women on a different footing than men.

The Sami should have the possibility to use their own language in public social welfare and health care services. The Act on Children's Day Care specifically mentions the possibility of day care in Sami language and the decree states that reinforcing the language and the culture of the Sami in cooperation with representatives of the said culture is one of the objectives of the education of Sami children.

In 1996, the Ministry of Social Affairs and Health launched a social welfare and health care service project for the Sami population, to be carried out by the provincial government of Lapland. The project will look into the extent to which the Sami use social and health care services and to the type of services they use, the problems and shortcomings related to the organisation of such services and development proposals.

The Sami language may be taught in Finnish comprehensive school and secondary school and instruction may be provided in this language. If a comprehensive school has Sami pupils from a Sami home territory, the Comprehensive School Act prescribes that they must receive instruction in Sami.

2.3 Roma women

According to the latest studies of the Advisory Board for Romany Affairs (see Annex II on the Advisory Board) Finland has a Roma population of at least 10,000 persons.

At the general level, several amendments have been made to Finnish legislation that affect the status of all Roma and also that of Roma women. The most important change concerns the fundamental rights reform, especially Section 5 of the Finnish Constitution Act, prohibiting discrimination and the provision in Section 14, safeguarding the Roma language and culture.

In 1995 Finnish school legislation was supplemented by a provision whereby the Roma language can be taught as their own mother tongue. In 1995, Roma language was taught as a subject to altogether 236 children in Finland. Teachers of Roma language have been provided training as part of labour market training. In 1996, the Act on the Research Institute for the Languages of Finland was amended so that now the Research Institute is also in charge of preserving the purity of and conducting research on the Roma language. Furthermore, the Day Care Statute was amended so that now the educational objectives of day care include taking into consideration the Roma culture.

In certain Finnish provinces, regional activities are presently underway to improve the status of Roma, and some provinces have established the first regional boards between authorities and Roma. The project is realised as a research and development project under the Ministry of Social Affairs and Health.

The Roma woman who wears a Roma dress is a visible representative of her people and may thus be the victim of much of the discrimination directed at Roma. In some cases, the Roma dress may make it more difficult for Roma women to find work. Besides, the entry of Roma women on the labour market may be further complicated by a weak educational background.

In 1994 the Advisory Board for Romany Affairs, three of nine Roma members are women. proposed that the Romany Training Unit working in connection with the National Board of Education start arranging seminars intended especially for women. The last seminar was arranged by the Romany Training Unit in May 1996. The topics related to the upbringing of children and to caring for oneself. Women's issues have been studied also on other occasions by the Romany Training Unit.

The Council of Europe provided in September 1995 the opportunity for Roma women to be heard in Strasbourg, and a representative from Finland was also present.

In 1996 Finland granted FIM 500,000 to the Roma programme of the Council of Europe.

3 Disabled women

Introduction

Today Finnish society takes a greater interest in disabled women than at the time of Finland's last periodic report. However, despite the long tradition of women's studies in Finland, no studies have yet been published on the life of disabled women. Nor are there so far any statistics concerning violence against disabled women.

Disabled women are one of the priorities laid down in the action programme of the National Council for the Disabled (VANE), established in 1989 under the Ministry of Social Affairs and Health. VANE is a joint committee composed of the officials of central administration and the representatives of organisations for the disabled. The Council consists of 18 members, 11 of whom are women; five of the women members are disabled. It aims at improving the participation opportunities and increasing the influence of disabled citizens.

Disabled women often need more versatile help than disabled men in order to get by in everyday life. This is due to the number of tasks traditionally considered "women's work".

These different needs for assistance are further accentuated by the anatomical differences between men and women, which also highlight the need for privacy. The public at large still tends to be ignorant about and have prejudices regarding the sexuality, pregnancy and motherhood of disabled women.

General services

Special provisions on disabled women and men were added to the Finnish Constitution Act in connection with the fundamental rights reform (969/95). The Finnish Constitution Act, Section 5, lays down that no one shall, without acceptable grounds, be afforded a different status on account of disability, and Section 14 of the said Act states that the rights of those who use sign language and of those who require interpretation or translation because of a disability shall be guaranteed by Act of Parliament.

Finnish disability policy operates according to the principle of equal opportunities and full participation of the disabled in society. Finland is committed to observing the guidelines of the UN on promoting the equal opportunities of disabled persons. In 1995 VANE drafted on the basis of the United Nations proposal a national disability policy programme.

Disabled persons are principally offered the same social welfare and health care services as the rest of the population. Thus disabled women use the services of maternity centres. The staff at these facilities respond to the special needs of this clientele for example by providing wheel chairs or advising on the treatment of diabetes. Social and health care workers are taught how to deal with the sexuality of disabled clients. Courses on the sexuality of disabled persons are also arranged by various organisations for the disabled such as by the Finnish Association of the Disabled for employees working in the health care sector and at service houses.

Special services needed by the disabled are arranged on the grounds of the Services for the Disabled Act and the Act on the Mentally Disabled. Such services must always come second to municipal basic services.

The Services for the Disabled Act has been in force since 1988. Its purpose is to promote the opportunities of a disabled person to live and act together with others as an equal member of society and to prevent and remove any disadvantages and obstacles caused by the person's disability. It aims above all at improving the disabled person's ability to function in society.

Services and assistance provided under the Services for the Disabled Act include service housing, interpretation services, transport and escort services, rehabilitation, adaptation training and various forms of financial support. Financial support may be granted for home improvement, domestic appliances, hiring a personal helper and to cover extra clothing and food expenses. Municipalities either provide these services themselves or purchase them from private people or corporations. However, it is the municipality that is ultimately responsible for arranging the services.

A municipality has the special duty of organising service housing, interpretation services, transport and escort services for seriously disabled persons, and of compensating such a person for the expenses arising from home improvement and domestic appliances.

A seriously disabled person has a right to service housing unless he or she requires institutional care. Service housing enables a seriously disabled person to lead an as normal and independent life as possible. This can be rendered easier by providing financial support for home improvement and domestic appliances.

Finland's second periodic report does not include separate information on the mentally disabled. Special legislation exists in Finland on their status (Act on the Special Care of Mentally Disabled Persons 1977/519).

Of the approximately 28,000 mentally disabled persons in Finland, about 19,000 require special care. Such special care includes research, health care, sufficient training and education, tutoring and functional training, the arrangement of work activities and housing and any other similar activities that promote social adaptation, the provision of personal aids and facilities, individual treatment and other care, and the counselling of the person's spouse, parents and other family members, or other guardian or closely related person, information on special services for the mentally disabled, the prevention of disturbances in development and other necessary activities pertaining to special care.

The purpose of such special services is to supplement the municipal basic services, which must always come first. Therefore, efforts are made to remove any factors preventing the mentally disabled from using public social welfare and health care services and the services of the educational system and labour administration. The mentally disabled are also entitled to the services referred to in the Services for the Disabled Act.

Finland is divided into 17 special care districts for the mentally disabled. Services are provided for the mentally disabled either by the municipalities or the special care districts. A personal special care programme is drafted for each mentally disabled person. The programme is drawn up by the municipality or special care district in cooperation with the mentally disabled person and his or her relative or guardian.

4 Promoting equality in the media

The Finnish Broadcasting Corporation, a corporation owned by the State and belonging to the administrative branch of the Ministry of Transport and Communications, engages in public television and radio broadcasting operations. The operations of the Corporation are laid down in the Act on the Finnish Broadcasting Corporation. It is responsible for assuring that a wide variety of broadcasting services are available to everyone on equal grounds. The Corporation operates under a Board of Directors appointed by Parliament.

The Finnish Broadcasting Corporation started making proposals to promote equality following the Equality Act in 1987. The Board of Directors of the Corporation appointed the first Commission for Equality in 1989 and approved the plan for equality in 1991. A full-time employee was hired in 1992 to promote equality. So far, the Finnish Broadcasting Corporation's plan for equality is a framework programme that is in force until further notice and whose implementation is being monitored constantly. The executive and administrative bodies of the Finnish Broadcasting Corporation fulfil the requirements set by the Equality Act. Women form 40% of the corporation's staff.

Together with staff policy, programming policy is another focal point of the plan for equality. The management of the Finnish Broadcasting Corporation is committed to the equality objectives, and work for equality is an essential aspect of the corporation's programming activities, a principle of which includes promoting equality of women and men.

The Commission for Equality has launched a five-year female and male image project (1994-1998), which employees a full-time programming expert and researcher. The project is related to the equality clause added by Parliament to the Act on the Finnish Broadcasting Corporation, according to which programming activities shall for their part promote equality of women and men in Finnish society, and to the statement issued in 1994 by the administrative board of the Finnish Broadcasting Corporation urging that research be undertaken on the topic. In addition to providing a framework for research, the project helps programme producers make programmes that boost equality and serve different audiences in an equitable manner.

In 1995 and 1996 the female and male image project resulted in the following research publications dealing with the theme of women and the media: "Women, men and the news" and "women, men and children's programmes", "Women as entertainment, man as the entertainer - does this satisfy the viewer?", and "Foreign countries on the screen and on the waves: the Foreign news periodic report".

The project has included preparation and realisation of Finland's contribution to the Media Watch research (an international cross-section study of one day's news): the Media Watch report was published in 1995 at the NGO forum in connection with the United Nations' Fourth World Conference on Women.

In 1994 and 1995 the Finnish Broadcasting Corporation carried out a programme project called "Womankind". The aid received for the project was used to make about fifty radio and television programmes on women's lives. The aid was to be directed, on the one hand, at programmes on subjects related to the UN's work to improve the status of women and, on the other hand, at new programme genres.

The Finnish Broadcasting Corporation participates in the work on equality pursued by the public broadcasting corporations of different countries. At the EBU/EU conference, the Finnish Broadcasting Corporation signed together with fifty or so other corporations a charter on the equal opportunities of women and men in broadcasting operations.

MTV3 is the joint channel of MTV Oy and its subsidiary Oy Kolmostelevisio Ab. MTV Oy is a private television company owned by Finnish business. It finances its operations by selling advertising time.

A programme for equality has been drafted at MTV3, and the company has set up a committee for equality that proposes ways of implementing the equality principle within the group, issues reports and acts as an expert body. Like the Finnish Broadcasting Corporation, the MTV3 group signed in 1995 the charter of the European Broadcasting Union EBU on the equal opportunities of women in broadcasting operations.

A statistical comparison of earnings at MTV Oy was made in 1995, including information on the distribution of duties between women and men. The investigation showed that there is a division between women's and men's tasks. While all of the top-level managers are men, there are a few women in middle management. According to a comparison of the earnings in specific posts, women's salaries were 96.4% of men's.

In its efforts to promote equality, MTV3 has set objectives related both to staff policy and to programming policy. For example when producing programmes, the company strives to observe the equality principle at all levels of planning and implementation. A basic objective is to produce programmes that are of special interest to women and girls.

The Finnish Journalists' Association represents over 9,000 journalists, photographers and other editorial staff working in the different media. The Association has drafted and ratified since 1958 ethical norms - today known as the "Journalist's Guidelines" - for journalistic work. These norms state that a journalist shall not refer in an inappropriate or disparaging manner to gender in his or her work.

In 1994 the Finnish Journalists' Association ratified a programme for equality and a model for an equality plan for editorial staffs. Accordingly, the objective must be to promote equality in work communities employing journalists and in media companies and to integrate this principle in the editorial content. The Association stresses the importance of presenting versatile and unconventional male and female images in the media.

5 Discriminatory advertising

At the request of the Consumer Ombudsman, the Finnish Market Court issued a preliminary ruling on discriminatory advertising in 1994. Prior to the ruling, there had been much discussion in Finland about advertising and equality issues. The ruling intensified the debate.

According to the Market Court, the Consumer Protection Act may be applied to discriminatory advertising, despite the fact that the Act contains no specific provisions on the matter. Discriminatory advertising was determined on the basis of the Consumer Protection Act, Chapter 2, Section 1, whereby marketing may not use means that are contrary to public decency or otherwise improper with respect to the consumer. In its ruling (1994:7), the Market Court banned an advertisement where a woman who had nothing to do with the advertised product was used merely as an eye-catcher in a manner that was considered contrary to good practice. The Market Court judged that the advertisement was by its nature offending and demeaning to women.

Since the above ruling, the Consumer Ombudsman has found it necessary to complain about a few advertisements that have violated the principles outlined by the ruling of the Market Court.

The Council on Equality in Advertising is composed of representatives of advertisers, advertising agencies and the media. Its duty is to comment on whether the marketing measures reported to it in writing violate the International Chamber of Commerce's international regulations on advertising and especially Article 3, Paragraph 4, thereof, which concerns equality in advertising ("Discrimination on account of race, religion or gender is unacceptable in advertising"). Cases of suspected discrimination may be reported to the Council by consumers, entrepreneurs, organisations, authorities or municipal bodies. The Council may also examine a case on its own initiative. After dealing with the matter, the Council may issue a reminder to the advertiser or contact the Consumer Ombudsman, who may decide that the advertisement is not in line with good practice and take it to the Market Court.

6 Men's and women's joint responsibility for the family

6.1 Combining working life with family life

The National Research and Development Centre for Welfare and Health Care (STAKES) has co-ordinated the research and development project "Combining Work and Family Life", jointly funded by the European Social Fund and the Ministry of Social Affairs and Health and the Ministry of Labour. The project was started in the beginning of 1996 and it is supposed to be completed in 1999. The purpose of the project is to further improve equality between the sexes by analysing how changes in working life have affected women's and men's opportunities to participate on equal grounds in working life and family life. Another objective is to investigate the extent to which men use child care leaves and to encourage them to do so more often.

The project is meant to extend research, social policy and public debate to include also changes in working life by taking into account the interaction between working life, family life and equality policy. Another aim of the project is to help employees adapt to the restructuring presently taking place in working life. The project will include an analysis of the practices, needs, conditions and obstacles related to combining working life with family life and existing at different types of working places and in different stages of family life.

The project will further look into innovative ways of combining working life and family life at working places in Finland and elsewhere in Europe, develop methods to find such ways and experiment how they work in practice.

6.2 The effect of common-law marriage, marriage and the birth of children on men's and women's use of time

The Central Statistical Office (Statistics Finland) conducted in 1987-88 an extensive study on the subject. In 1997 a new harmonised study - already partly underway in Finland - will be carried out in the EU and EEA countries. According to the earlier study by the Statistic Finland, marriage or common-law marriage cannot be said to restrict the gainful occupation of women in Finland, as studies show is the case in certain other countries.

On the other hand, the birth of children had a marked effect on the use of time. It increased women's and men's total working hours by about ten hours a week. The total work input of mothers was slightly greater than that of fathers. For men, the increase was divided between gainful employment and domestic chores. For women, there was a clear decrease in the hours spent in gainful employment, while domestic work took up an increasing share of their time. The mothers of small children used much more time on domestic work than men, and twice as much as women of the same age without children.

As regards the amount of time spent with children, the study revealed that for men it is relatively stable regardless of the child's age; men spend on the average 2.5 - 3.5 hours with their children each working day. In contrast, mothers spend the most time with their youngest children. Working mothers are with their under-4-year-olds about 6 hours each working day. Women's daily leisure time decreases markedly when they have small children for whom to care. This trend also applies to men, who, however, return faster to their hobbies as their children grew older.

6.3 Unremunerated domestic work

Unremunerated domestic work refers to work performed by members of a household to take care of their homes (housekeeping, child care, maintenance work, shopping, etc.). As is evident from the above mentioned study, women perform more domestic work than men. According to the Statistics Finland, women use altogether 3.8 hours and men 2.3 hours a day on domestic work. Although the amount of domestic work performed by men has increased, most unremunerated domestic work is still performed by women.

The value of unremunerated domestic work can be calculated either according to the market costs of labour that performs domestic work or by means based on the pricing of goods and services produced in the household. Calculations made in Finland show that the value of unremunerated domestic work corresponds to about 42-45% of the value of gross national product (Ministry of Social Affairs and Health 1981, Statistics Finland 1990). In the calculations, unremunerated domestic work is compared to the work input of a person performing such duties on the labour market and to the wages paid in the market economy. The unremunerated work needed to produce goods and services in a household is not included in the calculations of the Finnish economy.

Finland benefits from an extensive network of public social welfare and health care services. However, much of the care provided to children, elderly people and the disabled is the responsibility of women who do this work at home without receiving any remuneration. Care provided at home is supported financially through, for example, child home care allowance and allowance for the home care of relatives.

6.4 Paternity and parental leave

When developing the provision of care for small children, the objective has been to give both parents equal opportunities to take care of their children. Since 1978 it has been possible for fathers to take a paternity leave. In connection with the birth of a child, the father is entitled to a paternity leave of 6-12 working days, during which period he receives a paternity allowance. In addition, he is entitled to a paternity allowance for 6 working days. The paternity leave may be taken either during the maternity or the parental leave.

The parental leave, which is 158 working days immediately following the period during which maternity allowance is paid, may be taken by the child's mother or father. In 1994, 53% of all fathers took advantage of either the paternity or the parental leave. Usually, fathers take paternal leave of one to two weeks in connection with the child's birth. Only few fathers take parental leave: the figure was 3% in 1994. Paternity leave has been the most popular among 25-to-34-year-old, well-educated city-dwelling men. In 1995, parental allowance was paid to fathers on parental leaves that averaged 65.5 working days, i.e., about 2.6 months.

Studies show that financial aspects are the main reason why a father chooses not to take paternal or parental leave. This is partly explained by the fact that in Finland men have better salaries than women, and thus there is a greater gap between wages and parental allowance. Other reasons include work-related obstacles, career considerations and the employer's negative attitude. Child home care leave has also failed to gain popularity among men.

As stated above in point 6.1, one of the objectives of the research and development project "Combining Work and Family Life" coordinated by the National Research and Development Centre for Welfare and Health Care STAKES is to investigate the extent to which men use child care leaves and to encourage them to do so more often. In 1994 - the "Year of the Family", as declared by the United Nations - the working group "Fathers and Children" under STAKES focused on the importance of the father-child relationship especially by trying to persuade fathers to go on parental and child care leave. In this context, the working group published a brochure and arranged several events related to the fatherhood theme.

A so-called "paternity pack" has been sold since 1994 by the Mannerheim League for Child Welfare. Information about this pack is given for example at maternity and child health centres. The pack contains, among other items, a special folder with information on the paternity, parental and child care leave, on the care of a baby and on fatherhood. A cookbook is also included.

ARTICLE 6

1 Preventing commercial exploitation of women

Commercial sex has become increasingly visible and widespread in Finland in the 1990s. For a long time, prostitution was largely an undercover activity. The recent changes in Finnish society, such as the recession, coupled to the upheavals in Finland's neighbouring countries and the opening of the frontiers have affected practices related to prostitution and led to new types of sexual exploitation. In Finland this many-faceted phenomenon has taken the form especially of erotic telephone lines, erotic restaurants and prostitution, which have come into the open and are advertised on a larger scale than ever before. Sex tourism to Finland's neighbouring countries is a part of the problem.

The commercialisation of sex has sparked much debate especially on its effect on Finns' attitudes and sexual habits and on equality between women and men. Several NGOs - women's organisations in particular - have drawn attention to the negative consequences of commercial sex. Authorities, for their part, have mandated working groups to deal with problems related to the phenomenon and to suggest measures to remedy the situation.

1.1 Working group on criminality

On 22 November 1993, the Police Department of the Ministry of the Interior set up a working group for the investigation of criminality under the Central Criminal Investigation Police to look into and study prostitution and related criminality. The working group's final report "Prostitution and related criminality", which was issued in June 1994, proposes several measures aimed at reducing prostitution and related crimes.

Part of the measures proposed in the final report of the working group on prostitution and related criminality include tactical methods, such as supervision, used by the police, while some of the suggestions relate to the operations of authorities in labour and tax administration. Police action will be used to remove problems concerning the residence and work permit procedure and the visa procedure for persons suspected of prostitution and residing temporarily in Finland. Efforts will be made to turn back at the frontier foreigners arriving to Finland on a tourist visa and suspected of prostitution. Arrangements will be made to permit the police to control efficiently criminality related to prostitution. Extra attention will be directed to making sure that foreigners observe the terms of their work permits.

1.2 Committee on sex business and prostitution

In August 1994, the Ministry of Justice appointed a committee to draft a proposal for legislative and other measures intended to control commercial sex. According to the assignment, the committee was to examine the different forms in which sex is commercialised and the ensuing problems. The committee was also to investigate the existing legislative and other measures used to regulate the sex business and the efficiency of these measures in practice. Likewise, the committee was to make proposals for the necessary measures for curbing the problems related to the commercial exploitation of sex. The committee issued an interim report in November 1994 and its final report in August 1995.

The interim report (KM 1995:2) concentrated on the problems arising from the operation of sex bars and restaurants. The committee felt that this type of business embodied aspects that may violate the principle of equality between the sexes. The committee pointed out that the operations of such restaurants are problematic with respect to labour legislation, the status of foreigners and the liquor-licence policy, among others. It suggested that the authorities change certain principles of interpretation and amend licence terms so as to restrict the private striptease performances provided by restaurants. The lawfulness of the operations of sex restaurants and bars needs to be monitored attentively. The committee concluded that in order to promote positive sexual behaviour, schools and social welfare and health care establishments should educate people in human relationships and sexuality.

The final report of the committee (KM 1995:10) dealt with sex tourism and erotic telephone services. It also contained a follow-up of how the recommendations of the interim report on sex restaurants and bars had been followed. The final report contended that in Finland it is possible to book holiday and business trips that include sexual services against payment. According to the committee, this is often linked to organised procuration. The committee feels that the most efficient way to restrict sex tourism is by informing people and thus influencing their attitudes. It proposes that an information campaign be launched to warn people of the dangers of sex tourism. Furthermore, Finland should take an active part in drafting and following up the implementation of papers, resolutions and legally binding documents aiming at putting a stop to sex tourism.

Regarding problems related to the use of erotic telephone services, the committee proposes an arrangement whereby such telephone services would be available only upon an agreement between the public telecommunication operator and the subscriber. This would keep erotic telephone services out of the reach of children.

In its interim report, the committee drew attention to certain aspects of the sex restaurant and bar business that are against public decency. The follow-up work carried out since completion of the interim report reveals that these restaurants and bars continue to operate in a manner that is against public decency. The problems arise mainly from the private striptease performances arranged by some restaurants. Therefore the committee proposes that private striptease performances be forbidden.

The committee's report and the related recommendations are being examined at the Ministries whose administrative sectors are concerned by the recommendations.

1.3 Expert team on prostitution set up by STAKES

The team of experts on prostitution set up by the National Research and Development Centre for Welfare and Health Care (STAKES) has studied prostitution as a phenomenon and the need to research the subject, investigated the readiness of social welfare and health care services to help prostitutes and their customers and evaluated the need to provide continuing training to people working in the social welfare and health care sector. In its report, the team of experts emphasises the responsibility of the different administrative sectors in dealing with prostitution and proposes certain measures for preventing prostitution and mitigating its ill effects. The Ministry of Social Affairs and Health has circulated the report for comment and further measures will be taken once the comments of the different parties have been received. The report will be discussed at the Nordic researchers' meeting to be arranged by STAKES in April 1997.

2 Measures with the aim to end the advertising of jobs in the sex business

On 17 January 1994, the Ministry of Labour redefined its directions for applying the Equality Act (O/1/94 TM) to the sex business. Accordingly, the advertising of so-called erotic jobs - for example that of a striptease artist, topless waitress or erotic telephone voice - by the manpower authorities would violate the provision contained in Section 4 of the Equality Act whereby authorities shall promote equality between women and men. While employment offices may include erotic jobs on their list of vacancies and may inform a person seeking this kind of work of the existence of such a vacancy, an applicant must not run the risk of losing his or her unemployment security by refusing a job that for example requires him or her to be scantily dressed. Job placement papers, bulletin boards or self-service terminals are not allowed to advertise erotic jobs.

The directions of the Ministry of Labour forbid an employment office from accepting to advertise a so-called erotic job before making sure that the employee will not be induced to become a prostitute. If there is such a risk, the office may not advertise the job.

As long as no punishable acts are committed, a sex business that has entered into an employment relationship with its workers comes within the scope of the labour protection inspections prescribed by the Act on the Supervision of Labour Protection and on Appealing in Labour Protection Matters (131/73). This means that action may be taken to modify working conditions or to preserve the mental and physical health of employees, and if necessary, sanctions may be imposed on the employer to oblige him or her to safeguard employees' health and safety.

Finland's previous report motivated the CEDAW Committee to express its concern about, among other matters, foreign striptease artists. According to the aliens legislation, a foreigner arriving from outside the European Economic Area needs a work permit to be able to work in Finland. Labour administration plays a central role in the issue of work permits. The work permit matters of performing artists - which also include striptease artists - are handled centrally by the Helsinki employment agency. The striptease artists working in Finland - their number was estimated at 200-300 a couple of years ago - come principally from Russia and Estonia.

The inspections conducted for example by the labour protection authorities have revealed that the employees of sex restaurants do not always have valid work permits. Private striptease performances have also caused certain specific problems. It seems, however, that there are today fewer sex restaurants than there used to be, at least in Helsinki.

With respect to the work permit applications of striptease artists, the Ministry of Labour addressed on 12 June 1995 a letter to the Helsinki employment agency, in which it referred to the Employment Contracts Act (320/70), Section 48, subsection 3, whereby a term other than one related to remuneration may be modified or need not be heeded if its application would obviously be unreasonable or against public decency. The Ministry's opinion is that certain aspects of private striptease may be considered to be against public decency. In other words, the employee risks being induced to prostitution or similar activities.

In its letter, the Ministry stressed the importance of considering various aspects of manpower policies when handling the work permits of striptease artists. As a rule work permits are granted primarily to skilled labour performing specialised work.

The Helsinki employment office has started including in its favourable work permit decisions a term according to which the permit does not concern private striptease performances. A foreigner who does not observe this term is in the same position as a person working without a permit. The number of work permits issued for certain venues has also been controlled. Owing to close cooperation among different authorities (the manpower and labour protection authorities, the police and the tax authority), it has been possible to control more efficiently ill effects and abuses.

3 Proposal for the reform of the legislation on sexual offences

The Ministry of Justice is currently drafting a government bill on a proposal to reform the provision on sexual offences contained in the Penal Code, Chapter 20. Accordingly, Chapter 20 would include a provision whereby offering money in return for sexual intercourse with a youngster becomes a punishable act (proposal: Chapter 20, Section 9). In other cases such a transaction would not be a punishable act, and in this respect the legislation would remain unchanged. Procuration continues to be an act subject to punishment.

In October 1996, the Ministry of Justice organised a debate at which it presented the planned bill. The representatives of the different authorities, organisations and media, and Members of Parliament had a chance to voice their own opinions concerning the bill.

ARTICLE 7

1 Right to vote

On 1 October 1996 exactly 90 years had passed since Finnish women and men received universal suffrage. Finnish women were the first women in the world to be granted both the right to vote and the eligibility for office. In the beginning of 1996, the Ministry of Social Affairs and Health appointed a committee to co-ordinate the events of the anniversary and to promote awareness in Finland and abroad of the history and importance of universal suffrage and especially of women's suffrage. On 1 October 1996, Parliament held a commemorative session to celebrate the entry into force of the universal and equal suffrage. Various women's organisations have also arranged seminars and events evoking the 90th anniversary.

Statistics show that women's participation in municipal decision-making lags almost ten years behind the situation on national level. One explanation for this may be that once women were granted universal suffrage they soon became fully fledged members of political life at the very highest level.

Finnish women are active voters. A greater percentage of women than of men voted in the parliamentary elections of 1995: the figures were 73.1% against 70.6%. In the 1991 and 1995 parliamentary elections, the share of female candidates was, respectively 41% and 39%.

Women have held for a long time approximately one third of the parliamentary seats, while their share in municipal councils has been slightly under a third. In 1995, 67 women were elected to Parliament, which was ten members less than in 1991. The reasons for this have not been analysed, although researchers and politicians have come up with different hypotheses.

The women members of the Finnish Parliament form a network for the purpose of assembling women MPs across party political lines to discuss questions of particular relevance to women. The aim of the network is to promote the equality between women and men as well as women's rights, and to introduce a female approach to all legislative work in general. The network arranges seminars and meetings on issues like equality and cooperation between women, sends representatives to international conferences on equality and women's rights and maintains cooperative relations with women MPs on other countries.

In the Finnish presidential elections of 1994, two candidates out of eleven were elected to the second round: Mr. Martti Ahtisaari and Ms. Elisabeth Rehn. Although in the second round Martti Ahtisaari received 53.9% of the vote and was elected president, Elisabeth Rehn came a close second with 46.1%. In the second round, the turnout of women voters was 84.1%. The total turnout percentage was 82.3.

In October 1996 the municipal elections coincided with the European Parliament elections. Half of the candidates elected to the European Parliament were women (eight out of 16). 38.2% of the candidates for the European Parliament were women and their share of the votes was 43.5%. The seats in the municipal councils were divided between 3,925 (31.4%) women and 8,557 men. 36.2% of the candidates for municipal elections were women and they received 36.8% of the votes.

2 Composition of the Government

Seven out of the 18 ministers appointed to the Government after the 1995 parliamentary elections are women. Finland has a woman as a Minister for Foreign Affairs for the first time in its history. Women also hold the posts of Minister of Defence, Second Minister of Finance, Minister of Transport and Communications, both Ministers of Social Affairs and Health and Minister of Labour. The duties of the Minister for Equality are handled by the other Minister of Social Affairs and Health.

Internal committees and working groups play an important role in the Government's decision-making. There are four statutory committees, as well as a fifth committee and a ministerial team. In addition there are several ad hoc working groups. The status of the women ministers in the decision-making of the ministerial committees does not reflect their number. For example the Financial Committee is composed of seven and the Committee for Foreign and Security Policy of eight members, but only two of the members in both committees are women ministers.

3 State Civil Servants Act

The new State Civil Servants Act (750/94) came into force on 1 December 1994. Equal treatment remains one of the key principles of the Act. An authority must treat officials under it in an equitable manner, so that no one is placed in a different position than someone else on account of, for example, gender. The State Civil Servants Act includes a reference provision to the Penal Code concerning violation of the provision on equal treatment.

When deciding about appointments, an authority may not, without acceptable grounds, afford another person a different status on account of the grounds mentioned in Section 11 of the Act. One such ground is gender. The provision on protection against the termination of an employment contract was supplemented with a mention of the special protection afforded to women on special maternity leave or on child home care leave, in line with the Employment Contracts Act.

3.1 Staff policy of the State

The staff policy of the State was laid down on the basis of the decision in principle taken by the Council of State on 7 March 1991 concerning the development of the State's staff policy and administration. The projects that have been carried out to restructure employment relationships and the negotiation system and to develop management, the staff and the work community provided solid ground for drafting and implementing a novel staff strategy. In autumn 1995 the Ministry of Finance sent the State's staff strategy for the use of all the ministries. The strategy lays down objectives and presents the measures required to fulfil them. According to the staff strategy, equality between women and men can be encouraged by systematically providing equal opportunities in appointments, training and career building. For the sake of the favourable evolution of society and state administration, both sexes must be able to participate equally in the drafting of decisions.

3.2 Highest-ranking officials

The number of women among the highest-ranking officials has grown constantly. In the end of 1995, women accounted for 20% of the 850 highest-ranking officials, as opposed to 15% a year earlier. In 1995, the first two female secretary generals were appointed to their posts at the Ministry of Justice and the Ministry of the Environment.

The working group established by the Ministry of Finance made on 1 October 1996 a proposal for reforming the criteria and methods applied to the selection of the highest-ranking officials. The working group drew attention to the importance of weighing objectively case by case the prescribed appointment criteria. This would bring to the forefront such factors as education and training, real skills and competence and aptitude. Furthermore, the working group proposed that the potential of state administration to provide suitable persons for managerial and expert duties be reinforced. According to the key principle of the working group, special attention should be paid to women's opportunities to improve their skills and know-how when state employees are trained for managerial and demanding expert tasks. The reform of the selection system will improve the chances of women being chosen for the highest-ranking posts.

In the last few years women have been appointed to posts of high visibility in society. These include the governor of the Bank of Finland, the Speaker of the Parliament and the other Deputy Speakers and the mayors of Helsinki and its two big neighbouring cities, Espoo and Vantaa.

4 Voluntary military service and posts in the military and the Border Guard Service

In Finland, women have the right to take up any public office. The few earlier exceptions to this were removed by the Act on Women's Voluntary Military Service and related legislation and by an amendment to the Act on the Border Guard Service.

The Act on Women's Voluntary Military Service (194/95) entered into force on 1 April 1995. On the grounds of this Act, women may choose to do their voluntary military service, after which they may be placed on the reserve list of the Armed Forces and participate in national defence or practise military professions on the same terms as men. A woman doing her military service has the same legal and social status as male conscripts. She is also free to interrupt her military service if this is done early on in the training.

Nonetheless the Equality Act, Section 9, subsection 2, point 2, states that the enactment of compulsory military service for men only cannot be deemed to constitute discrimination based on gender.

Corresponding arrangements concerning women's voluntary military service have been implemented in the Border Guard Service on the grounds of the Act on Amending the Act on the Border Guard Service (496/96), which entered into force on 15 July 1996.

5 Report of the Committee for Women's Organisations

The Committee for Women's Organisations set up by the Ministry of Social Affairs and Health in spring 1995 presented its report to the Minister for Equality on 6 September 1996. The Committee was mandated to examine the status and financing of and the international cooperation carried out by women's organisations and prepare the celebration of the 90th anniversary of women's suffrage. More particularly, it was to provide an overall picture of the women's organisations operating in Finland and their participation in international activities, to report on the international agreements that are binding on Finland and involve cooperation with women's organisations and to investigate the public funding received by women's organisations.

The Committee defined women's organisations as all the organisations belonging to the Coalition of Finnish Women's Associations for Joint Action (NYTKIS). NYTKIS includes all the women's organisations of the different political parties, which number 10, plus three independent women's organisations: UNIONI, the League of Finnish Feminists, the Finnish Society of Women's Studies and the National Council of Women of Finland, which is the biggest women's organisation and was established already in 1911. The National Council brings 57 national women's organisations, with a total membership of 530,000, under one roof . The membership of all NYTKIS organisations is about 600,000. Nearly 100,000 women belong to various political women's organisations.

The Committee for Women's Organisations considers active women's organisations an essential and valuable part of Finnish non-governmental activities. The number of women representatives in municipal councils and Parliament has increased owing partly to the persevering and determined work of women's organisations. They have striven to include women in the lists of candidates, supported the campaigning of women candidates and encouraged the population to vote for women. Both political and non-political organisations have tried to convince women of the importance to vote for a woman.

Women's organisations have influenced Finnish society in many ways. Since the beginning, a major part of their activities has been directed at helping others. Women's organisations have made concrete efforts to assist children and families in everyday life, solve social problems and promote equality. They have offered women a channel to social activities and mutual interaction.

5.1 The international activities of women's organisations

Women's organisations face new challenges in a world of increasing international activities and collaboration with developing countries. Finland's accession to the European Union has motivated all women's organisations to become internationally oriented: to establish communication and cooperation networks throughout Europe, follow up the preparation of matters and decision-making, take stands, make proposals, train members and inform the public.

The equality policy and the labour and social policy of the European Union directly affect women's everyday lives. Thus influencing policy-making is one of the primary objectives of Finnish women's organisations. According to them, women should participate and have an important role in the EU's decision-making. The responsibility of women's organisations will be to formulate stands that embody the viewpoint of Finnish women on the different issues dealt with by the European Union.

Through the NYTKIS Coalition, Finnish women's organisations participate in the activities of the European Women's Lobby, which sees to women's issues in the European Union and its Member States.

It is clear from the report of the Committee on Women's Organisations that international agreements and action programmes can only be implemented through cooperation between the State and women's organisations. In the past decades, Finland has become increasingly bound by international obligations that cover all areas of life, including women's status and rights.

The report listed the following duties of women's organisations on the road to implementing the Beijing Platform for Action:

- women's organisations shall follow up the measures taken by the Government and the authorities to implement the Beijing Platform for Action and, if necessary, pressure them to do more
- women's organisations shall inform their members and, to the extent possible, the public at large of the Beijing Platform for Action
- women's organisations shall study and implement the recommendations contained in the Beijing Platform for Action concerning their own operation
- women's organisations shall train their staff and members to understand the significance and content of the Beijing Platform for Action and the means of influencing the operations of the United Nations
- women's organisations may collaborate with authorities in order to implement the Beijing Platform for Action

5.2 The funding granted to women's organisations

Women's organisations as such do not receive any general public funding with some exceptions. Public support can be considered in the form of government aid. Subsidies and allowances have been given for projects and for specific activities.

Since 1975, 8% of the party subsidies have been allocated to women's political activities. As a rule, the different parties have channelled the aid to their own women' organisations. On the grounds of the Parties Act (10/69), Section 9, subsidies are granted to parties represented in Parliament for the activities defined in the party's rules and charter. The size of the grant depends on the number of MPs representing the party.

In 1996, a state subsidy of FIM 250,000 was granted for the activities of the National Council of Women of Finland and of FIM 100,000 for the projects of the NYTKIS Coalition. A few other women's organisations have received subsidies for specific purposes. For example, funds reserved by the Ministry of Education for adult education have been allocated for the housekeeping consultation provided by the Association of Rural Advisory Centres, the Martha Organisation , a home economics extension organisation, and the Swedish-language Martha Organisation. For some of their projects, women's organisations have received funds from the Slot Machine Association, while for projects related to development cooperation, women's organisations have been able to apply to the Department of Development Cooperation working in connection with the Ministry for Foreign Affairs for allocations from the funds reserved for supporting the development cooperation of NGOs.

In its report, the Committee on Women's Organisations drew attention to the fact that as women's organisations receive no general subsidies, the total amount of public aid granted to them is smaller than for other NGOs. Consequently, the Committee proposed that the state budget include an allocation for the activities of women's organisations, to be distributed annually according to the scope and importance of their activities. The decision to grant such aid would be made in the light of the work carried out by the organisation to improve the status of women or to help women have better command over their own lives.

ARTICLE 8

1 International assignments

In May 1996, 238 Finns were employed as experts in the salary grades P/L, D and USG/ASG or at a corresponding level by international organisations and development financing institutions, and nearly 40% of these experts were women.

When the European Union recruits Finnish citizens, an equal selection of men and women, also to high-ranking posts, is encouraged. The gender distribution of Finnish citizens recruited by the different bodies of the EU can be affected only indirectly by encouraging both men and women to apply for posts at the EU. The different bodies of the European Union select staff independently, according to the guidelines on equality set out by the European Union. However, it has been possible to influence the gender distribution of the so-called national experts working for the Commission; in February 1996, 15 of the 31 experts at the Commission were women.

Two Finns, a woman and a man, have been appointed as judges to the Court of Justice of the European Communities and the Court of First Instance, respectively. Sweden is the only other EU Member State from where a female judge has been appointed to the Court of First Instance. This is the first time that there is a female judge in either court.

In autumn 1996 only four women (two ambassadors and two consul generals) were among the 68 heads of Finnish diplomatic missions abroad. On the other hand, about half of the new attachés recruited by the Ministry for Foreign Affairs in recent decades have been women.

Since the quota provision of the Equality Act entered into force, no official statistics concerning the composition of official delegations have been produced.

ARTICLE 9

No amendments have been made to the legislation concerning Finnish citizenship.

ARTICLE 10

1 Promoting equality in working life through manpower policies

Manpower services have been affected most markedly by the entry into force on 1 January 1994 of the Manpower Services Act (1005/93) and Decree (1251/93). According to Section 1 of the Act, the State shall improve the efficiency of the labour market by organising and developing manpower services to support the professional development and placing of private persons and to assure the access of employers to manpower.

When providing manpower services (placing services, vocational guidance, adult education as part of manpower policies, information on training and professional matters, and professional rehabilitation), attention must be paid to promoting equality of the sexes on the labour market, as stipulated in the Manpower Services Act, Section 3, subsection 4.

Section 5 of the Manpower Services Statute states that equality between the sexes must be actively promoted when planning and providing manpower services. Employment and training alternatives, vacancies and applicants must be presented according to the same principles, regardless of the person's gender or any reason indirectly linked to gender. Equality between women and men must be the primary concern also when informing the public about the labour market, manpower services and employment and training alternatives.

If the applicant is threatened by long-term unemployment, an individual employment plan must be drawn up for him or her that includes a mention of the obstacles to and conditions of finding work and a plan for improving these conditions. An individual plan would also help deal with women's typical obstacles to employment. The conditions of employment of a jobless person can be improved by incorporating a number of measures (e.g., allowance-aided employment, adult education as part of manpower services and professional rehabilitation) into the services provided over a maximum period of usually 18 months.

2 Gender-based differences in education

Women under the age of 50 are more educated than men. The majority of secondary school graduates are women. Likewise, more women than men graduate from vocational training institutes. Last year, 55% of the new students accepted to universities were women. The proportion of women is the largest in veterinary medicine, while male students form the majority in technical fields. The gender division that prevails in the different fields of study has raised much discussion recently, especially with respect to pedagogics and teacher training. Well over half of the basic university degrees are obtained by women; the proportion of women with a doctorate is also on the increase.

Furthermore, women have a particular interest in adult education that provides all-round education or a hobby: in 1995, 71% of the 500,000 such students were women.

The gender gap is stretched further by the fact that people who have received an extensive basic education also participate most actively in adult education. In 1995, the graduates of comprehensive, elementary or intermediate school accounted for 33%, the graduates of secondary school for 50% and the graduates of universities for 75% of the participants in adult education.

In 1995, 1.5 million students (48% of the 18-to-64-year-olds) took part in adult education. In the same year, 1.8 million, or 56% of the adult population, was studying at an educational establishment or training organisation. The difference between the participation of women and men has remained approximately the same during the past 15 years. In 1995, 53% of women and 43% of men were involved in adult education.

Women more often than men participate in professional training. Women tend to study on their own initiative more frequently than men, and they are also more willing to use their own time and money on the training. Women are more satisfied than men with the information they receive concerning training opportunities, while men conclude more easily that the training is useless or of poor quality. For men as opposed to women, lack of interest is the principal obstacle to participating in staff training. Instead, women complain more often that it is difficult to have access to training that interests them.

Securing equal education opportunities for both sexes is no longer an essential issue in Finland and other industrialised nations. On the other hand, it is all the more necessary to achieve a change of attitude at all levels of the educational system. The school system can work to this end especially through teachers and other educators. Thus teacher training has a central role as an instigator of change.

Finnish society has evolved rapidly, bringing along new requirements for professional training. Nonetheless, women's and men's study and career choices remain fairly traditional. There is a steep division between female- and male-dominated fields of study. The number of men in such fields as technology, physics and information technology is constantly increasing, while the dominant presence of women in health care and pedagogics is reinforced. In 1994, women formed only 18% of the student body in the scientific and technical fields, against a percentage of 95 in health care.

Secondary schools have had a dominant proportion of girl students already in several age groups, and the choice of a field of study continues to be gender-based. At the level of the individual and society, vocational training and adult education continue the work realised by upbringing, education provided in the child's early years and all-round education.

In autumn 1996 the Ministry of Education asked universities to report on the selection criteria used so far by them to alter the gender structure in certain fields of study. Such measures might include the introduction of extra points or quotas and changes to the content of the selection criteria.

The Ministry of Education also conducted in the autumn 1996 negotiations with the universities on ways of ensuring that both genders be better represented in the different fields. At the close of these negotiations, the Ministry will issue recommendations concerning the selection of students. Measures to harmonise the gender distribution should be implemented already in next year's entrance exams. Professional and student organisations have also given their opinion on the matter.

3 Measures related to sports and youth policy

The Youth Work Act and the Sports Act both contain provisions on the promotion of equality. The purpose of the Youth Work Act is "to promote equality among the different generations, between women and men and among the different regions of Finland, as well as tolerance and multiculturalism, and to secure sustainable development in the exploitation of nature." The Sports Act states that sports education should be supported by state subsidies and grants directed at efforts to make sports and related services "available equally to all citizens". Equality will remain a guiding principle also after the reform of the Sports Act.

The Ministry of Education promotes equality in decision-making related to sport education and youth policy for example by laying down that state subsidies will be granted to NGOs only if they promote equality between women and men in their own sector.

The memorandum of the 2nd Working Group on the Grants System set up by sports organisations was approved in November 1996. According to it, the promotion of equality is an indicator of social import and shall be a permanent criteria when deciding whether to grant aid. Equality between women and men refers to the following:

- women and men are elected to administrative bodies according to the gender distribution in the discipline in question
- both women and men can participate in the discipline in question, and this is promoted by the relevant federation
- children and youngsters can participate in the discipline in question regardless of their financial situation, and this is promoted by the relevant federation.

If a federation does not pay sufficient attention to the equality issue, the annual, result-based subsidy granted for the federation's activities will be reduced.

The amendments to sports policy are based partly on the suggestions made by the Piikkari working group set up in 1994 by the Ministry of Education, the following of which have been implemented in addition to the above:

1) A "Piikkarit" award for merit and a grant for promoting equality in sport education is granted annually by the Ministry of Education
2) The Ministry of Education grants a special subsidy for the equality project - made up of three smaller projects - of sports organisations (see below)
3) The sports organisations have established a working group for integrating the objectives of work for equality with the strategy of the organisations
4) A unofficial women's sports network was created spontaneously.

The Ministry of Education granted Finnish Sport Education (SLU) a special subsidy for promoting equality in sport education in 1995-1996. The subsidy amounted to FIM 200,000 in 1996. The promotion of equality is one of the objectives fixed in the agreement between SLU and the Ministry of Education. The following three projects have been started with the help of specific subsidies:

- mentor training (duration: one year) will be offered to 20 women in a leading position in a sports organisation or in other activities promoting sport education.
- a training project by the Youth Academy, in which 2,000 girls and women aged 17 to 25 will receive training for managerial duties in sport education.
- the launching of regional work for equality within Finnish Sport Education and its member associations.

Support shall be given for example to studies concentrating on the behavioural and medical aspects of women's and men's physical training.

The building of sports venues suited to the different disciplines favoured by women and men is presently under consideration. When granting government aid for the construction of the new sports hall in Helsinki, one of the conditions set by the Ministry of Education was that the hall would be suited to several disciplines other than ice hockey.

Youth Research Programme 2000 is the name of the series of studies launched in 1994 by the Youth Research Society and covering several years (1994-99); its principal theme is the control young people have over their lives in a changing society. A few of the projects will be devoted specifically to boys or girls. As examples can be cited studies on the gender system in schools and its influence on the formation of the sexual identity of youngsters and studies of the factors that contribute to girls and boys being cast out from mainstream society. The topic in 1997 will be the opportunities of young people to participate in society.

4 Women's studies

Women's studies expanded rapidly, acquired versatility and became institutionalised in Finland in the 1980s and 1990s. Today women's studies are taught at nearly every Finnish university, and nine universities have introduced programmes in women's studies. Hundreds of students enter this field every year. At first women's studies focused on social sciences and working life, but today they encompass several disciplines. Every year women's studies are the subject of hundreds of papers, Master's theses, licentiate's dissertations and doctoral dissertations. In 1988 a special society of sciences - the Finnish Society of Women's Studies - was established; it publishes an annual scientific periodical called "Naistutkimus - Kvinnoforskning" ("Women's Studies") and arranges a yearly event related to women's studies.

Since 1981 a coordinator for national women's studies has been employed by the Council for Equality. The Council has supported and continues to support in a variety of ways the development of women's studies. It has also aided Finnish men's studies - a fledgling field - by financing seminars and publications. Women's and men's studies are considered important means of understanding the society's gender system and gender differences and of drawing attention to problems related to equality.

The popularity of women's studies is also reflected in the number of new publications on the subject; these include books, study reports and articles. The Council for Equality started publishing the Women's Studies Bulletin already 15 years ago.

Women's studies have gained visibility also in the media. Finnish researchers in women's studies frequently publish works in the world languages. The recent bibliography "Research on Women and Gender from Finland 1980-1995" includes over 2,000 references from more tha 350 writers.

Women's studies cannot be chosen as a major subject at any Finnish university. Nine universities have introduced programmes in women's studies, which means that students may choose women's studies as a minor subject. The scope of the programmes varies from university to university. Presently, women's studies are being introduced to arts universities as well.

A centre for women's studies exists at four universities: Åbo Akademi, the University of Helsinki, the University of Turku and the University of Tampere. The Institute of Women's Studies at Åbo Akademi was established already in 1986.

The objective has been to develop women's studies both within the different branches of science and by building special networks and structures for women's studies that would enable interdisciplinary discussion and cooperation. This double strategy has been fairly successful: researchers in women's studies from the different disciplines attempt to reform and change teaching and research in their own field, develop new ways of framing questions, introduce new or reintroduce old research themes or renew concepts.

For a long time women's studies in Finland were conducted without earmarked posts; instead, researchers worked at the mainstream departments of universities or at research institutions. The University of Helsinki has appointed a professor of women' studies for a fixed term of five years. As a special measure, the Ministry of Education has decided to establish seven professorships in women's studies in 1996-1998, and these professors will be appointed to the different universities on the basis of negotiations with and applications from the universities.

The exceptionally strong position of Finnish women in working life, education and politics is naturally reflected in the orientation of women's studies, which have traditionally concentrated on research of the society and particularly working life. Another major topic in socially oriented women's studies has been the gender system in the welfare state.

In the 1980s and 1990s the social angle of women's studies has been complemented by history and art history, pedagogics, linguistics and the study of literature, theology, philosophy, medicine, psychology and even geography and the technical sciences. The titles of some of the doctoral dissertations written in the past years are a good indication of the variety of women's studies: women entrepreneurs, gender in the curriculum of basic school, the history of the Martha Organisation (a home economics extension organisation), girls and boys in boarding schools for young delinquents, women lawyers in Finland, Finnish women architects, gifted women studying for a doctor's degree, etc.

In Finland, as opposed to the other Nordic countries, only very modest resources have been allocated to women's studies. As there have been no special posts for teachers of women's studies, assuring the continuity of such teaching has been a chronic problem.

In 1995, the Finnish Society of Women's Studies and the Council for Equality drafted a national development programme for women's studies called Women's Studies 2000, which lays down the objectives regarding resources for the field. The programme proposes, for example, that at each university there be a professorship in women's studies for scholars from different disciplines and that an international guest professorship for scholars from different countries be established.

5 Equality consultant training

The first professional development (PD) training programme for equality consultants was started in 1994 at the Continuing Education Centre at the Jyväskylä University. The purpose of the training programme is to teach students how to create in the different work communities a culture that fosters equality. The first equality consultants will graduate in February 1997. The Continuing Education Centre at the Jyväskylä University focuses on promoting equality through pedagogical measures.

ARTICLE 11

1 Elimination of discrimination in working life

The Equality Act, Section 8, deals in length with the prohibition of discrimination in working life:

"The action of an employer shall be deemed to constitute prohibited discrimination if the employer, upon engaging a person or selecting a person for a particular job or training, bypasses a more qualified person of the opposite sex, unless the employer can prove that the action was based on weighty and acceptable grounds related to the quality of the work or job or that the action was due to an acceptable reason other than sex".

As a result of the amendment (578/95) of the Penal Code, Chapter 47, Section 3, of the said Code was supplemented with penal provisions regarding discrimination in working life. In the same context the corresponding penal provisions in the Employment Contracts Act (320/70) and the Merchant Shipping Act (423/78) were replaced by references to provisions in the Penal Code on discrimination in working life.

PC, Chapter 47, Section 3:

"An employer or his/her representative who, upon advertising a vacancy or selecting a person or in the course of the employment relationship, without acceptable grounds places a candidate or an employee in a disadvantageous position on account of
1) race, national or ethnic origin, skin colour, language, gender, age, family relations, sexual preferences or health or
2) of religion, opinions, political or professional activities or any other comparable issue,
shall be sentenced for discrimination in working life to a fine or to a imprisonment for a maximum of six months."

In other words, the provision on discrimination in working life contained in the Penal Code states that discrimination on account of gender is also a punishable deed. Following the amendment, the general prohibition on discrimination in working life covers officials employed on the basis of a contract and state officials as well as municipal officials.

The legal provision on discrimination in working life is applied to the advertisement of jobs and the selection of employees. Furthermore, this provisions applies to situations where an employee has been placed in a disadvantageous position in the course of an employment relationship without weighty or acceptable grounds. This might refer to discrimination with respect to the timing of vacations or to promotion, termination of employment, lay-offs, dismissal, the conversion of full-time jobs into part-time ones, etc.

Courts of first instance have issued a few judgements concerning violations of the provision on discrimination in working life. These have been cases of discrimination encountered by a pregnant employee.

A provision similar to the provision on discrimination in working life contained in the Penal Code was included in the Act on the Security of the Employment Relationship of a Holder of a Municipal Office (484/96), which came into force on 1 July 1996. The penal provision on discrimination in working life contained in the Penal Code also applies to holders of a municipal office.

The Act on the Supervision of Labour Protection and on Appealing in Labour Protection Matters, Section 24, prescribes that the labour protection authorities are responsible for informing the public prosecutor if they suspect that a deed punishable under Chapter 47 of the Penal Code has been committed.

1.1 Promoting equality in working life

Under the Equality Act, Sections 6 and 6a, an annual plan for equality shall be drawn up at all working places that regularly employ a staff of at least 30. The drafting process involves a basic investigation into the status of women and men at the working place. The report shall treat the following issues, among others:

- women's and men's training
- pay differentials
- advancement
- the use of parental leave and child home care leave
- the posts occupied by women and men
- the distribution of training provided by the employer

The obligation to draft an annual plan for equality concerns employers in the private as well as the public sector. Each ministry has made or is currently making such a plan.

In the end of 1996, the Equality Ombudsman will start examining the plans for equality made at individual working places. This will permit an estimate of how widespread such plans are and of the type of guidance that should be provided.

In early 1996, the Ministry of Labour drew up a three-year national programme for the development of working life. One of the purposes of this tripartite programme is to advance equality between the sexes at the working place.

1.2 Sexual harassment

An employer who does not use all the means available to put a stop to sexual harassment at the working place violates the discrimination prohibition of the Equality Act. According to Finnish legal practice, an employer may terminate the employment relationship of a person guilty of sexual harassment, as in the case where an employee did not cease the sexual harassment of a colleague (Court of Appeal of Kouvola, case no. 226, 15.2.1989).

The plans for equality carried out at working places have included surveys of sexual harassment. For example the University of Helsinki conducted a study on the subject and later issued instructions to its staff and students on how to act if they are the object of sexual harassment.

2 Atypical employment

Up to 70% of the new employment relationships are "atypical". Such employment has become common especially among women. It affects not only employment security and salaries but also pensions and other social security.

"Atypical employment relationships" such as part-time work and fixed-term employment reveal gender-based differences, although most women work full-time (approx. 12% of women are in part-time employment). On the other hand, 65% of all part-time employees are women. Women wage earners account for about half of all employees in fixed-term employment. The differences between women and men are much less significant in fixed-term jobs than in part-time jobs. This does not hold for young employees, though: young women work in fixed-term jobs more often than young men. These types of employment are less popular than permanent employment relationships, as they do not provide the same fringe benefits and welfare benefits. The Employment Contracts Act, Section 2, subsection 2, contains provisions on fixed-term employment contracts. Accordingly, an employer may only enter into a fixed-term employment relationship with an employee for a special reason laid down in the Act and dictated by the nature of the job, the fact that the job is a temporary post or a traineeship, or by a comparable reason.

Parliament is presently examining a legislative package that would bring atypical employment relationships on a par with full-time employment and with employment relationships that are in force until further notice. The legislative reform would concern the Employment Contracts Act, the Act on the Protection of Labour and the Act on Study Leaves, which would be amended so as to lessen the precariousness related to employment of short duration or fixed-term employment. These proposals are part of the more general objective included in the government programme and the decision of the Council of State on an employment programme aiming at reducing the precariousness related to so-called atypical work and of harmonising the legal status of persons performing such work and of persons employed until further notice.

The difficult employment situation in Finland has led to flexible working arrangements and a readiness to share work. Labour market skills can be maintained for example through job alternation. One of the purposes of the Job Alternation Leave Act (1663/95) that entered into force on 1 January 1996 is to prevent jobless persons from losing touch with working life. In addition to providing a possibility for sharing work, job alternation promotes life-long learning and the maintenance of work skills. A job alternation leave lasts from three months to one year and may be spent in any way the employee wishes, for example studying or caring for children. The employee on job alternation leave is entitled to a special allowance. The employer must, for its part, hire an unemployed job seeker to replace the employee on job alternation leave. The new person need not necessarily perform the same tasks as the regular employee.

During January - August 1996, altogether 3,728 employees took job alternation leave, each being replaced by a jobless person, and it seems that the first-year objective of 5,000 employees will be reached by year-end. The job alternation leave has been especially popular among women: about 70% of the employees taking this leave and of their substitutes have been women.

3 Immigrant women on the labour market

The Inter-administrative Committee for Refugee and Immigrant Affairs working under the Ministry of Labour has set up a working group to investigate into the status of immigrant women in Finland. The working group, which also includes immigrant women, will look at issues related to the status of women in working life, culture and education and to the illegal importing of women. It has concluded that an immigrant woman is in special danger of being left out of mainstream society, particularly if she is highly dependent on her husband. This may also create a situation that breeds domestic violence.

Immigrant women living in Finland are not a uniform group; their status is a sum of individual characteristics and of the influence of the country and culture of origin. In January 1997, the working group will give its own evaluation of the situation and propose further measures. No such evaluation has yet been made in Finland.

In spring 1996, the average unemployment rate for immigrants was 50%, when the corresponding figure for the original population was 18%. In the case of some immigrant groups - for example refugees and asylum seekers - the unemployment rate jumps to 80-90%. Special measures have been taken to improve the employment opportunities of immigrants. In spring 1995, the Ministry of Labour mandated a working group to investigate the problem.

The Government appointed a Ministerial Committee against racism on 31 January 1996. The Committee which is chaired by the Minister of Culture, Mr Claes Andersson approved an action programme against racism on 14 May 1996. The programme will result in instructions and recommendations to the different authorities, for example to the Ministry of Labour with respect to discrimination in working life and employment. Implementation of these instructions will also affect the status of immigrant women.

4 Manpower services directed at the Roma and Sami population

Generally speaking, the status of Roma has evolved favourably, although individual Roma people have been victims of discrimination. This mainly favourable trend has been backed by the approval of the fundamental rights laid down in the Constitution Act, especially the provision on the prohibition of discrimination and on safeguarding the language and culture of the Roma population. Roma have been the subject of special manpower policies such as training. This has concerned Roma women in particular, for whom courses have been arranged that provide skills valuable in working life - such as courses where they are taught to make Roma dresses. The vocational adult training centre Ammatti-instituutti operating in Helsinki has launched the Romako project, where about 75% of the participants are women. The Romako project targets Roma who seek training or work, and its goal is to produce a set of measures to reduce the discrimination encountered by Roma on the labour market. Participants in the project are proposed individual tests to determine the type of training and/or work that would best suit their interests and skills. The Romako project has provided Roma with the opportunity, for example, to finish comprehensive school and to participate in practical training or experimental work and training, which in turn may provide an indication of the most suitable vocational or apprenticeship training, or to study the Roma language and culture.

Manpower services reserved for Sami-speaking people are generally meant for both women and men. They have been advertised for example on the Sami-language radio channel. Sami-language courses have been provided as individual training for members of the Sami population. A Sami child care and upbringing course for Sami women was to start in September-October 1996, but it had to be cancelled due to an insufficient number of participants. Instruction would have been in Sami. At employment offices Sami customers are served in their own language. The Ministry of Labour is planning to publish Sami-language brochures and forms concerning manpower services. However, the use of Sami-language brochures is hindered by a lack of writing skills in Sami. For example, clients have been offered Sami-language daily allowance application forms from the Social Insurance Institution, but they have preferred Finnish-language brochures.

5 Rehabilitation of the disabled

According to law, financial assistance and other measures aimed at rehabilitation of the disabled concern women and men equally. Nonetheless, the statistics of the Social Insurance Institution (KELA) for 1995 show that over half - i.e., 57% - of the beneficiaries of such assistance were women. The figure was 48% both for those disabled persons who received professional training and for those seriously disabled persons who received physical therapy. Far more women (70% of the participants) than men took part in rehabilitation that aimed at maintaining and improving working ability. Likewise well over half, or 63%, of the disabled that had been selected for rehabilitation at the discretion of KELA were women. This selective rehabilitation includes therapy and other psychological help, which women seem to seek more readily than men.

6 Appointing women to military posts in the Border Guard Service

The Act on the Border Guard Service was amended by Act no. 496/96. The following was removed from Section 4 of the Act: "The holder of a military post shall be a man." This amendment enables women to be appointed to military posts in the Border Guard Service. Furthermore, Section 8 of the Act was supplemented with a mention of women's voluntary military service, which permits women chosen for voluntary military service to receive military training at the Border Guard Service. (See Article 7, Voluntary military service and posts in the military and the Border Guard Service).

7 Collective agreement systems

The Government seeks to promote equality in working life and equal pay for women and men. However, the Government can affect wage policy only indirectly. Part of the responsibility for achieving equal pay for women and men must also be borne by the other social partners.

Collective agreements are made at several levels. Agreements reached by central organisations have related either to a general settlement pertaining to incomes policy or to any other mutual understanding. While these are not regular collective agreements, they influence the contents of the collective agreements entered into by the trade unions. Central organisations have also reached general agreements on special issues (codetermination, protection against the termination of an employment relationship, labour protection, the status of shop stewards, etc.) that are in force until further notice regardless of the collective agreements.

Collective agreements are negotiated principally at trade union level. About 90% of the Finnish labour force are covered by these collective agreements, either because they belong to the scope of application of the collective agreements or under the so-called provision on general validity in the Employment Contracts Act. The labour market is also governed by local collective agreements. These may refer to wholly independent agreements between the employer and the local union on the terms of employment in vigour at a specific working place, or they may be based on stipulations contained in the collective agreements between national employers' and employees' organisations concerning the possibility or the obligation to enter into local agreements. In the latter case, the local agreements complement and become integrated into the collective agreements made at trade union level.

One of the key elements proposed lately to reduce the pay differentials between women and men is a re-evaluation of jobs where the typical features of jobs held by women would be taken more into account when assessing the requirements for different types of work.

8 The State's wage system

The collective agreements for office holders are made at central organisation level between the Ministry of Finance and the most representative staff organisations. A collective agreement may also be negotiated and entered into by, on behalf of the State, the office (a negotiating authority in the relevant administrative sector) appointed by the Ministry of Finance and, on behalf of the office holders, the association of public officials with which the negotiating authority in the relevant administrative sector deems it necessary to conduct negotiations and make a collective agreement.

The purpose of the agreements conducted by the central organisations is to lay down a general framework for each round of agreements and to decide on certain uniform general terms of employment throughout state administration. The Ministry of Finance represents the State as employer also in the general settlements relating to incomes policy. Other issues are decided within the administrative sector in question.

The general collective agreement between the Ministry of Finance and the organisations that are the main contracting parties contains the general terms of employment of employees coming within the scope of the collective agreement for office holders. Otherwise, wages and salaries and other sector-specific terms of an employment relationship are laid down in collective agreements negotiated and made in the individual state offices according to the guidelines of the Ministry of Finance.

A comparison of the monthly earnings of state officials working full-time reveals that women's earnings for regular working hours were on the average 77.9% of men's corresponding earnings in 1995. The percentage in the case of employees was 86.2%. The pay differential in the sector as a whole can be explained by the repartition into men's and women's fields. The average is pulled down by the large number of women in the low-wage fields and the large number of men in the high-wage fields. However, when the earnings of state officials are examined by title, pay differentials shrink markedly and women and men benefit more equally from such differentials.

The State has striven for several years already to reform its wage system. Bonuses were introduced as an experiment in 1988. The State as employer laid down its own objectives as to wage policy in the 1992 wage policy programme. The general principles for developing the common wage systems, as decided by the State as employer and the state organisations as the main contracting parties, were agreed upon in 1993.

Accordingly, the different offices would develop wage policies in order to introduce new wage systems that stress the level of difficulty of the job, personal performance and results achieved. At the same time, these new wage systems would promote equal pay and thus greater fairness.

Collective bargaining agreements on reforming the wage systems have been reached at five state offices: the Finnish Centre for Radiation and Nuclear Safety, the University of Helsinki, Road Service, the State Art Museum and the Agricultural Research Centre. These agreements cover about 5% of the staff working for the State.

New agreements are expected at several more offices and institutions during 1997.

On 27 September 1995, also the State agreed on a special item concerning women's wages and low wages to be paid starting 1 October 1996, according to the agreement on economic, employment and labour market policy. The item shall be used to revise the wages of employees in low-wage and women's occupations, as agreed upon by the negotiating authorities and the associations of public officials in the relevant administrative sector.

9 The recession and unemployment

During most of the 1980s, the number of unemployed persons remained relatively stable, varying between 100,000 and 150,000. Prospects were especially bright for women. A dramatic turn for the worse came towards the end of 1990. The unemployment rate was the highest at the turn of 1993 and 1994, when there were nearly 540,000 unemployed persons in Finland. Although ageing employees are the most sensitive to economic fluctuations, the recession at hand has been especially devastating for the employment opportunities of young persons under 30. Ageing employees were the second hardest hit. There was a slight lift in the demand for manpower during 1994, and from 1994 to 1995, 43,000 unemployed persons found work, especially in industry and the export sector. Men - especially younger men - were the first to benefit from the improved situation. Women's employment increased only modestly in 1995, and it concerned mainly ageing female employees. In 1996, on the other hand, the employment situation has improved especially among younger women. It is to be expected that in the future the demand for manpower will be directed increasingly at young and educated people.

The recession is not yet over in Finland. It is estimated that in the end of the 1990s the unemployment rate will still be around 15%. The fact that today unemployment lasts longer and the rate of long-term unemployment has grown more than other unemployment is considered especially worrisome. Nearly 30% of the unemployed have been without work for over a year. There is a risk that long-term unemployment may permanently damage an individual's social acceptability and lead to a loss of working skills. The long-term unemployment of young people is a source of particular concern. If a young person loses touch with working life at the beginning of his or her career, this may have repercussions on the rest of the person's life.

9.1 Unemployment among women in 1995

While there are slightly less women than men among unemployed job seekers, women's employment situation has worsened during the period under inspection. This is partly due to the savings introduced in the service and public sector.

In 1995, 48% of Finland's unemployed job seekers were women and 52% men. In some labour districts, though, over half of the unemployed were women.

Women and men were fairly evenly hit by unemployment in all age groups. The biggest difference presented itself among the 15-to-24-year-olds: 26% of all men and 24% of all women belonged to this group.

The table below shows the percentage of unemployed job seekers by level of education in 1995:

	Men (%)	Women(%)
Basic	44.4	37.4
Intermediate	47.1	50.0
Upper	7.6	11.6
Unknown	0.4	0.5
Total	100	100

The clearest gender-based differences among unemployed job seekers concerned activities prior to unemployment. Whether a job seeker was part of the labour force when he or she became unemployed also varies between men and women. In 1995, 50.8% of the unemployed job seekers that had been part of the labour force were men, while 49.2% were women. The figures for men and women from outside the labour force were, respectively, 53.9% and 46.1%. The life situation of unemployed job seekers from outside the labour force is as follows:

	Men (%)	Women (%)
Just graduated	21.4	28.9
Just finished military service	10.3	0.0
From homemaking	0.4	11.7
From other activities	21.8	5.5
Total	53.9	46.1

9.2 Measures of labour administration to cut unemployment among women

Already in the end of 1991, labour administration started a project that aimed at improving the employment of women. Accordingly, both national and especially regional labour market analyses should present the unemployment rates separately for men and women. These analyses have then been used when deciding on measures in favour of unemployed women and women facing unemployment. Likewise, women have been encouraged to choose from a wider range of professions and trades, which in turn would reduce the division of the labour market by gender.

The regional activities for improving women's employment situation, which were launched by the joint action team of the Ministries of Labour and of Education at national seminars ("Prosperity for Finland through Women's Work") arranged in the end of 1993, have resulted in tutoring and professional training and in entrepreneurship courses aimed at women, in "support rings" for women entrepreneurs and in women's rural industry projects. Activities have been tailored to regional needs. No summary yet exists of their outcome. Regional joint action teams have been appointed to arrange annual follow-up seminars.

It is predicted that a large number of women will be affected by the structural changes in working life. Labour districts have been instructed to apply the principle of equality in all circumstances. Measures related to manpower policies have been taken to increase the proportion of women in traditional male-dominated sectors, and vice versa. For example, women entrepreneurs have been assisted through a so-called start-up grant and adult education (see also Article 13). Likewise, the group tutoring and outplacement courses arranged as part of manpower services to, for example, unemployed bank clerks have received much positive feedback.

The schemes of the European Social Fund follow and promote Community policies and legislation regarding equality between the sexes in working life. Special attention is paid to measures that facilitate the return to the labour market of persons with families. The schemes for 1995-1996 have been drawn up with respect to two of the manpower-policy objectives of the Fund, i.e., Objective 3 relating to combating youth and long-term unemployment and Objective 4 relating to helping the labour force adapt to the structural change in industry and to changes in the production systems. These documents underline the importance of promoting equality with the help of the schemes. The scheme for combating youth and long-term unemployment (Objective 3) states that the equality objective is to be included in all priorities and series of measures in a visible and concrete way. Measures directed especially at women are also included in the scheme. Furthermore, objectives are set separately for men and women (for example, participating in training, completing training, establishing a new company). As a rule, the objectives correlate with the degree of unemployment among either women or men. For example in the measure known by the name of "Paths to entrepreneurship", the targeted share of women is higher than the unemployment rate of women. If the follow-up subsequently reveals that the objectives have not been met, special measures are taken to promote equality. Similarly, the document presenting the scheme for implementing Objective 4 (adaptation to the structural change) lays down that aid shall be allocated with due consideration to whether the said aid promotes equality of the sexes. Emphasis has been placed especially on measures providing support to women entrepreneurs.

Finnish labour administration is an active partner in the action programmes drafted by the Structural Funds of the European Union. Prior to deciding on funding projects within the scope of the schemes, a study is conducted on their impact on the promotion of equality, and their implementation among women and men is followed up. On the initiative of the above mentioned regional cooperation groups, national projects have been undertaken for example in the province of Vaasa (training women for the metal industry) and Kymi (supporting women entrepreneurs).

The principal goal of the Community initiative EMPLOYMENT-NOW is to promote the equal opportunities of women and men on the labour market. Training is used especially to improve women's position on the labour market and ease the access of women to duties that demand in-depth technological know-how and to managerial posts. The scheme stresses the supranational quality and innovative nature of the projects as well as the multiplier impact of the related measures. Finland's national NOW objectives for the period 1995-1999 include the following:

improving women's status in working life, reconciling work with family life, supporting women entrepreneurs and new forms of business, and abolishing horizontal and vertical gender specialisation in working life and education. The EMPLOYMENT-NOW Community project is the framework for the Devote project presently being implemented in Vaasa; the project aims at creating a network of women consultants and increasing the number of women in expert and managerial functions. Results will be available only for the next periodic report.

10 Social security

In the fundamental rights reform that entered into force in August 1995, new economic, social and educational rights were added to the Constitution Act of Finland.

Section 15a of the Constitution Act states that everyone who is unable to procure the security required for a dignified life shall have the right to necessary subsistence and care.

According to subsection 2 of the said Section, the right to security of basic livelihood at times of unemployment, illness and inability to work and old age as well as on account of childbirth and loss of provider shall be guaranteed to everyone by Act of Parliament.

Furthermore, according to subsections 3 and 4 of the said Section, public authorities shall secure for everyone adequate social welfare and health care services and shall promote the health of the population and support the abilities of families and others charged with the care of children to provide for their welfare and individual growth. It shall also be the task of public authorities to promote the right of everyone to a dwelling and to support the efforts of persons to provide their own housing.

The Constitution Act provides strong protection for social rights. In practice this means that when planning savings, each service and benefit provided by social welfare shall be scrutinised and considered in the light of the provisions laid down in Section 15 a of the Constitution Act.

10.1 Unemployment security

Unemployment security is granted to people who have lost their jobs and would be willing to re-enter the labour market and accept work. Unemployment security treats all beneficiaries equally. The same amount of basic unemployment allowance is paid to everyone, and a person's previous earnings do not affect the size of the allowance.

Earnings-related unemployment allowance, however, is calculated so as to benefit people that had low wages (who often are women) rather than those with a high pay. For example if the monthly salary of an unemployed person used to be FIM 5,000 and he or she has two children, his or her earnings-related daily allowance is 85% of the salary. On the other hand, if an unemployed person with two children used to earn FIM 15,000 a month, his or her daily allowance child increase included, is 49.5% of the salary.

Labour market aid is granted to everybody, regardless of their past employment; even a person who has never been in working life may receive such aid. A means test may be applied when deciding whether to grant aid.

In Finland, women more often than men are employed in part-time work. Prior to 1994, only part-time work and work considered a secondary occupation was taken into account when granting so-called adjusted daily allowance. Daily allowance was paid on the basis of income from such work. In early 1994, however, the system was reformed so that the daily allowance is calculated on the same grounds for all people who are not employed full-time. The purpose was to treat all forms of part-time work in the same way with respect to the benefits provided as unemployment security.

10.2 Evolution of the population structure and related social changes

The Finnish population is growing older; the share of under-15-year-olds has shrunken, while at the same time there is an increasing number of people aged 65 or more. The share of the working-age population has been relatively high in Finland compared to other industrialised countries. However, it is predicted that in the year 2000 Finland's labour force will be the oldest in Europe: over 40% will be aged 45 or more. Likewise, the number of people receiving old-age pension is expected almost to double by the year 2030. Women are the majority in the older age groups.

This disproportion between the share of providers and non-providers in society will put a great deal of strain on the funding of the public economy and on the level of social security. Pension expenditure will grow substantially in the coming decades, as the baby boom generation retires. The ageing population structure will also increase the demand for social welfare and health care services.

10.2.1 Ageing employees

The number of 50-to-59-year-olds in working life is higher in Finland than on the average in the EU. The substantial share is a result of the large percentage of women of all ages in working life (in 1990 80.9% of 50-to-54-year-old women were employed). On the other hand, men's participation rate in working life is clearly lower in Finland than in other EU countries. Participation declines sharply in the oldest age groups.

The committee charged with investigating ways of improving the employment conditions of ageing employees presented its report on 27 November 1996. According to the findings, working-age women have a slightly higher level of education than men. Women have graduated from senior secondary school, college or university more often than men, and it is less likely for a woman than for a man not to have gone beyond basic school or junior secondary school. The differences remain small, however. It is not so much gender as age that dictates the level of education. Ageing women and men have a clearly lower level of education than younger people. About 40% of the 45-to-54-year-olds have attended only comprehensive or elementary school; the corresponding figure among 55-to-64-year-olds is up to 56%, both for women and for men. There is a large gap between the older and the younger generations, as only less than one fourth of men and one fifth of women under the age of 45 have not gone beyond comprehensive school or elementary school. These differences between the different age groups are higher in Finland than in most other OECD countries. The lack of schooling concerns especially the baby boomers born right after World War II; the younger generations are in a better situation in this respect.

Activities, training and manpower policies that maintain working ability

The Committee for Occupational Safety and Health defines activities that maintain working ability at the working place as any activities by which the employer in cooperation with the employees and the codetermination organisations at the working place strive to promote the working and operating ability of all persons in working life throughout their career. The employer is obligated to arrange statutory health care for all its employees, regardless of the size of the working place or the nature of the employment relationship. The Act on Occupational Health Care Safety lays down that the maintenance of working ability shall be one of the concerns of the occupational health care arranged at working places. Every action plan for occupational health care must present the content and the objectives of the activities proposed for maintaining employees' working ability.

In 1989 the principal labour market organisations agreed to include into the agreement on labour protection a clause on activities that maintain working ability, and they approved the recommendation for "activities arranged at the working place to maintain working ability". According to the recommendation the parties concerned must plan and realise such activities in close cooperation with each other. These activities would target all employees, regardless of age and profession. Good results can be achieved only if those persons who need special attention are found in time.

Assuring the efficiency of occupational health care is one of the responsibilities of the labour protection authorities. In order to maintain the health and safety of employees and thus their working ability, measures may be required in several areas, such as the working environment, working methods, working hours, physical and professional rehabilitation or re-training and reassignment.

10.2.2 Pension benefits

The pensions paid to women are lower than men's pensions owing to women's lower wage level and shorter periods of accruement. In 1995 under half of all men on pension received a pension of under FIM 5,000 a month, while this figure for women was two-thirds, i.e., 74%. In contrast, nearly one tenth of all men but only less than three percent of all women on pension received a monthly pension of over FIM 10,000. A man's average pension in the end of 1995 was FIM 5,954 and a woman's FIM 4,336.

The typical pension age in Finland is under 65. In the end of 1995, 90% of 64-year-old men and women were on pension. Men tend to retire at a slightly younger age than women; thus in the end of 1995 42% of men and 38% of women aged 58 were already on pension.

10.3 Social welfare and health care services

Everybody living in Finland is entitled to social security and services, especially to basic security. Therefore, all residents are covered at least by the minimum standard of social security. The various service systems provide fairly good coverage as well, in other words the entire population can benefit from them regardless of gender, level of income or position on the labour market.

Legislation prescribes that municipalities have the general duty to provide services to their residents. In the case of subjective rights, services shall be provided without exception. If a person has a subjective right to services on the grounds of legislation, the municipality must imperatively provide the service in question, irrespective of its financial situation, for example. The availability of services as guaranteed by subjective rights concerns one large group - under-school-age children - with respect to day care (since the beginning of 1996) and several smaller groups with respect to services for the disabled and child protection.

Otherwise the right of the residents of a municipality - women, men and children alike - to services depends on the extent of the services arranged by the municipality. As a rule, each resident has the same right to receive services on the same grounds as other residents of the municipality in the same situation (the principle of equality).

Certain acts and lower-level regulations may contain provisions on allocating services. Acts in the sector of social welfare typically prescribe that the content and the scope of the services organised shall depend on the need for such services in the municipality. This condition is laid down in the Child Welfare Act, the Act on Welfare for Abusers of Intoxicants and the Services for the Disabled Act. Health care services are governed by the Public Health Act, the Health Care Act and the Act on Special Health Care.

The social services arranged by municipalities are funded principally through tax revenue and state subsidies. The recession has led to reductions in state subsidies and grants, which has put strain on municipalities as they have attempted to adapt to the cuts in funding, for example by making fewer investments and by concluding agreements on savings with the staff. Nonetheless, municipalities have striven to maintain their level of services by streamlining their staff and by applying other measures. The cuts in state expenditure have mainly hit the female-dominated social and school sectors, and this has had a detrimental effect on the employment of women.

10.4 Effects of the economic recession on social security

General development of social expenditure

The real per capita social expenditure grew in Finland during the entire 1980s. As the increase in social expenditure exceeded that in gross national product, social expenditure accounted for a larger share of GNP. The surge in the unemployment rate in the early 1990s led to a significant increase of social expenditure in 1991 and 1992. Combined with the drop in GNP, this resulted in a substantially larger share of social expenditure in GNP. Efforts to control the swell in social expenditure were successful, and in 1994 the share of social expenditure in GNP started to decline.

In 1990 the share of social expenditure in GNP in Finland was only slightly higher than the EU average. As a result of the recession and the elevated unemployment rate, the figure rose to 34.7% in 1994, which was much more than the average for EU countries (28.6%). If predictions are correct, the share of social expenditure in GNP will have fallen to around 30% by the year 2000. As most OECD countries, Finland will be under pressure to increase social expenditure next century, especially to take care of the needs of the ageing population.

Curbing the growth in social expenditure and reducing its share in GNP has not been possible without the savings of the State and the municipalities, or without the postponement of reforms that had already been planned. Municipalities started cutting the expenses of social welfare and health care services in 1992. The State likewise decided to lower the level of several benefits. The first principal target of the savings was health care, although by the mid-1990s they had been extended to unemployment security and benefits granted to families with children. However, the most important savings can be achieved in pension expenditure, as it forms the bulk of social expenditure. In the beginning of 1996, changes entered into force regarding stabilising the long-term financing of the pension system.

The effects of the recession on women's social welfare and health care services

The basic structure of Finnish social welfare and health care services has been sufficiently solid to withstand the recession. The extensive coverage and high quality of these services remain essentially unchanged. By international standards, Finland has an outstanding social security system. Despite the cuts in spending, it has been possible to assure the availability of good-quality basic services to everyone. The coverage of some services has even been extended, as in the case of day care, which since the beginning of 1996 has been provided to all children under school age. The reform concerning the structure of services has also progressed, for example a growing number of elderly people can today live in service flats and houses.

The sector has responded to the savings by searching for solutions that make it possible to secure social welfare and health care services for the entire population, highlight the primary importance of open care, encourage cooperation in the sector and improve the freedom of municipalities to decide how to organise services. Another objective has been to integrate preventive work into social welfare and health care services to a great extent than is presently done.

The situation of women has been affected particularly by the reductions in child home care allowance in the beginning of 1996. According to an inquiry by the Ministry of Social Affairs and Health, this has prompted the mothers of small children to apply for unemployment security instead of for the smaller home care allowance.

It has also been necessary to reduce health care services, especially with respect to preventive health care and to special groups. Women, for example, have seen a cut in the number of family training sessions provided by maternity health centres. As postnatal hospital care is given for a shorter period of time, employees in open care - in this case maternity health centres

- have to cope with a growing work load. School and student health services have likewise been trimmed.

At the same time, the recession and ensuing unemployment have increased the need for preventive health care.

11 Child day care

Legislation on child day care underwent a major reform in the beginning of 1996, when an amendment came into force that entitled all under-school-age children to municipal day care once their parents stopped receiving parental allowance. This reform makes it easier for women to participate in working life. The reform has meant that since the beginning of 1996, about 5,000 more children have needed municipal day care. The figure has remained low owing to the high unemployment rate. In the beginning of 1996, municipal day care covered 42% of all children under school age.

The parents of children under three have been able to choose between municipal day care and child home care allowance. At the start of 1996, child home care allowance was reduced by about 22.5% in order to bring the public economy into equilibrium. As a result, families have lost FIM 82 to 1 063 a month depending on the size and income of the family. Families with a low income and several children were the hardest hit by the cuts in child home care allowance. The lower level of the allowance has driven especially single-child families to use municipal day care services.

It is estimated that in 1996 the number of families benefiting from home care allowance will have decreased by about 20,000 families. The number of beneficiaries has dropped as a result, on the one hand, of the reduced amount of the allowance and of the coordination of unemployment security and child home care allowance and, on the other hand, of the extension of the right to day care to all children under school age.

The objective is to continue to find alternative forms of day care. In 1995-1997 a service charge will be experimentally applied to child day care in 33 municipalities. This should provide parents with greater freedom of choice by encouraging the creation of a market for private day care arranged outside the home, as an alternative to municipal day care. In the experiment the municipality will pay as a service charge to the day care place of the parents' choice part of the expenses arising from child care.

12 Special protection of pregnant employees

The Employment Contracts Act, Section 32, subsection 2, states that in cases where a chemical substance, radiation or a communicable disease related to the work or circumstances at work can be deemed to endanger the development of the foetus or the pregnancy, the employer must try to transfer the employee to other suitable tasks with respect to her skills and experience until commencement of the maternity leave, unless the risk factors can be removed.

Certain measures for the special protection of pregnant women are included also in the Act on Protection of Labour (299/58). According to Section 10, subsection 3 (144/93), of the said Act, pregnant women shall be provided with the possibility to go rest in a special room or other appropriate place. According to Section 9, subsection 2 (27/87), when evaluating the risks arising from circumstances at work the employer must take into consideration any risks to the genotype and the foetus. Furthermore, there exists a Decision of the Council of State on Preventing Work-Related Risks to the Genotype, Foetus and Procreation (1043/91). The said Decision contains provisions on drafting a list of risk factors and on general measures of protection against factors leading to predisposition and provisions on the protection of pregnancy, on providing information to predisposed employees, on the follow-up of predisposed employees and on occupational safety and health. More detailed provisions have been issued on the grounds of the said Decision of the Council of State in the Decision of the Ministry of Labour on Work-Related Risks to the Genotype, Foetus and Procreation (1044/91). The Decision of the Ministry contains a list of substances that constitute a risk to the genotype and foetus.

ARTICLE 12

1 Promoting health

Present-day Finns lead longer and healthier lives than previous generations. It is to be feared, however, that the mass unemployment that has gripped Finnish society in recent years may eventually be reflected on the health of the population. The main source of concern are chronic illnesses related to personal habits and old age and the ensuing premature deaths.

Health, illness and physical condition in general depend to a large extent on personal habits and lifestyles. People should become conscious of their own health and abilities and realise the importance of the choices they make. The economic depression has had principally deleterious effects on people's health. It has made it more difficult to maintain and develop social welfare services and a healthy and safe living environment. Unemployment undermines especially mental wellbeing and health. The long-term unemployed are in the most precarious situation and risk losing touch with mainstream society. They are more likely to die prematurely than people in working life. Likewise, the unemployed are more often the victims of accidents and violent death.

Endemic diseases and their prevention

Healthier eating habits and the reduction in cigarette smoking have lessened the incidence of and deaths from coronary disease and strokes in Finland. High blood pressure, cancer, diabetes and osteoporosis all have dietary causes. A diet that leads to obesity may also contribute to these illnesses and to diseases of the locomotor system. The consumption of edible fats and particularly butter fell markedly in the end of the 1980s. Finns eat more fruits and berries, and the consumption of vegetables has doubled in 10 years. Visible campaigns have been launched in Finland against the excessive use of salt. Men consume on the average about 12 grams and women 8-9 grams of salt in their daily food, which is above the recommended amounts.

Women's diet is in nearly all respects healthier than men's. Women eat food that contains less fat and salt and more protective nutrients. The diet of elderly people depends on their living conditions and health rather than on their socioeconomic status. Aged people living at home eat more healthily than those at old people's homes. Nonetheless, the recession has led to situations that were considered inconceivable in Finland in the 1990s. A study shows that in 1992, 100,000 people suffered from "hunger feelings". No details are available on the degree of hunger and on its health effects.

Unlike other lifestyle-related diseases, obesity is becoming more widespread, especially among men. There are substantial differences among the different population groups.

The most important individual health risk that is related to personal habits and thus can be affected is smoking. According to a follow-up study of adults' health behaviour, 19% of Finnish women and 29% of Finnish men in the age group 15-to-64-year-olds smoke daily. About half of all smokers quit before retirement age. About 20% of girls and 25% of boys are regular smokers. By international standards, the smoking habit is fairly widespread among Finnish youngsters. Along with the recession, however, Finns have less money to spend on tobacco products, and the public views smoking with an increasingly severe eye.

Alcohol abuse contributes to mortality, illness and accidents. While some health problems are the result of individual incidents of alcohol abuse, part of them are caused by long-term alcohol consumption. The consumption of alcohol in Finland corresponds to the average level in industrialised Western countries. Finns' drinking habits have changed slightly in the course of the 1980s and 1990s. The number of total abstainers from alcoholic drinks has lessened, especially among women. Men's alcohol consumption has remained the same; women, in contrast, account for 24% of the total alcohol consumption, as opposed to the earlier figure of 20%. Not only do women drink more, but the tendency to drink for the sake of becoming drunk has increased especially among women. This applies in particular to middle-aged and older women; young women's alcohol consumption has remained unchanged. Young men, on the other hand, drink more than before. The most risk-prone drinkers are found among the young age groups.

The savings taken to cope with the economic depression have also been directed at the services provided to intoxicant abusers. This will probably aggravate the problems related to alcohol abuse, despite an eventual fall in the number of problem drinkers. Authorities responsible for social welfare and health care services and for law and order will face greater and greater difficulties as they attempt to deal with derelict alcoholics.

About the same number of women and of men suffer from chronic diseases, although there are differences as to the type of illness and its frequency. More women than men report the existence of a chronic disease. 67% of women with a senior secondary school education and 25% of women with a comprehensive school education declare that they are in good health; the corresponding figures for men are 69% and 30%. The prevention and treatment of coronary diseases is the most important task of public health care. If smoking and obesity increase among women, so may coronary diseases. Differences continue to exist between the different population groups.

Drugs

No comprehensive study has been conducted on the use of drugs in Finland. Investigations show, however, that the number of persons experimenting with drugs and the supply of drugs have grown substantially during 1993-1995. According to the statistics of the judicial authorities, drug abuse is gaining ground in Finland. In 1992 a nation-wide study on the drug use and opinions about drugs of the adult population revealed that 16% of men and 9% of women in Helsinki had experimented with drugs at some point in their lives; this figure was higher than anywhere else in Finland. The phenomenon is not affected only by age, gender and place of residence, but also by level of education. Persons that have completed senior secondary school are less likely to try drugs than persons with less education.

Mental problems

About 60% of the population have had mental problems of some kind. Studies show that they are more common among women than men. About every sixth adult has mental problems severe enough to require treatment. About 2.3% of the population aged over 30 suffers from psychoses. In 1993, the number of persons on disability pension because of a mental disturbance was 1.8 times higher than in 1970. Recently, the Ministry of Social Affairs and Health has paid special attention to mental health issues and treatment practices as it strives to develop open care to compensate for the reduction of hospital beds. New solutions to solve for example housing problems are also in preparation.

Suicides

In 1994, 27.3 suicides were committed per 100,000 inhabitants in Finland. Men are the victims of suicide four times more often than women. In 1993, it was the cause of death of 4.5% of the entire male population and 1.1% of the entire female population in Finland. According to studies conducted by the Public Health Institution, Finns are especially suicide-prone owing to several factors, which often accumulate in the same population groups. Finland started in 1986 an internationally noteworthy suicide prevention project, which will come to an end in 1996. The prevention measures have already lowered suicide rates.

Cancer

Cervical screening has markedly reduced the incidence of cervical cancer in women. In contrast, other types of cancer affecting women, such as breast cancer, cancer of the womb and cancer of the ovary are increasingly frequent. Certain types of cancer are linked to a low socioeconomic status; examples of these are cancer of the oesophagus, of the stomach and of the cervix.

2 Health care during and after pregnancy

Women are provided health care services already before their birth, at maternity centres and prenatal clinics and in connection with postnatal care. The health and welfare of both the mother and the unborn child are monitored at maternity centres. These centres also arrange a family training course for both parents. Maternity centre activities concentrate on the family.

and not only the mother but also the father comes within the scope of the services offered during pregnancy and in childbirth. The mortality rates of mothers and newborn children in Finland are the lowest in the world. Maternity centres arrange check-ups, screenings and family training courses. A national screening recommendation was issued in 1995.

Finland has launched the "Baby Friendly Attitude" programme as part of the WHO's and UNICEF's international "Baby Friendly Hospital Initiative", the objective of which is to protect, promote and support breast-feeding. A working group for this purpose, composed of members representing several professions, has been established in connection with STAKES' quality project. The set of criteria applied to the programme has been adapted to Finnish conditions. Professionals working in the sector have received special training related to the project. Nearly all of Finland's maternity hospitals have been actively involved, especially in training and evaluation. For example in the province of Central Finland, efforts have been made to create in cooperation with the hospital, public health care services, the provincial government and social colleges a regional breast-feeding strategy to determine the common goals and content of breast-feeding guidance and the procedures and forms of cooperation of each organisation. In 1995 the first national inquiry was made into the duration of breast-feeding and the use of food and food supplements for under-one-year-old infants. The amended acts on baby food and the related information material follow the provisions of EU directives.

Maternity centre activities are supplemented by child health care centres, which provide the same preventive health care to girls and boys. The work of child health care centres is later taken up by school and student health services, which perform, for example, physical examinations. These services place particular stress on health education.

3 Family planning and abortions

Human relations and sex education have been part of the curriculum of the Finnish comprehensive school since 1980. In addition to the school health care system, the facilities of clinics for family planning and contraception are also available to young people. The services are free of charge to everybody, as are those of the school health care system. Preventive information and support is given not only by the authorities but by non-governmental organisations active in the field of social welfare and health.

A special feature of the sex education provided to youngsters in Finland is perhaps the circular sent to all young people turning 16 in the calendar year in question. The circular includes a note to the young person's parents.

Information on different birth control methods is part of the preventive health care referred to in the Public Health Act. It also includes general health education.

A gynaecologist's services and instruction on birth control are provided to women also as part of occupational safety and health.

The Ministry of Social Affairs and Health has used the allocation laid down in the Tobacco Act, Section 27, to support the experiments and development projects of authorities and organisations that aim at promoting the health of women and children. An example of the result of this extensive collaboration is the "Family Planning 2000" project, where provincial governments, municipalities, a university, social colleges, the national health organisation and the National Research and Development Centre for Welfare and Health Care (STAKES) developed family planning services and sex education for youngsters in the province of Central Finland.

Although it is rather easy according to the Abortion Act (1970/239) to get an abortion in Finland and the procedure concerning the abortion is simple, the abortion rates and the number of teenage pregnancies are among the lowest in the world. Abortions are performed even less often in Finland than in the other Scandinavian countries. The abortion rates have come down as young people more and more have begun to use the different birth control methods. A dwindling number of both women and girls resort to abortions in Finland. (see Annex IV chart 7; legal abortions 1951-1995).

Preventive work, sex education and information on different birth control methods have proved to be efficient means of maintaining the abortion rates low.

4 Sexually transmitted diseases

4.1 HIV infections

In Finland, the patient need not pay for the medical treatment of sexually transmitted diseases, including HIV infections. Since 1 July 1996, this has also applied to public health services for finding and studying such diseases, as laid down by the Client Charges Act. Furthermore, a person need not give his or her name when being tested for HIV. On 3 October 1996, 18% of the 774 HIV-positive persons in Finland were women. An increasing number of women have become HIV positive in recent years. In 1995 women accounted for 37% of all cases, and 28% of these women were non-Finnish citizens.

For already some years, a few of the larger Finnish cities have provided pregnant women with the possibility to undergo an HIV test free of charge in connection with visits to the maternity clinic. Presently under consideration is whether a free screening test for HIV should be provided to all pregnant women. Recent studies indicate that HIV infection in a new-born can be efficiently prevented with medication.

In 1991, acts on special maternity leave came into force. Accordingly, in cases where a chemical substance, radiation or a communicable disease related to the work or circumstances at work can be deemed to endanger the development of the foetus or the pregnancy, the employer must try to transfer the employee to other suitable tasks, unless the risk factors can be removed. If the transfer is impossible, the employee is entitled to special maternity leave. The communicable diseases targeted by the act include infection by HIV. In Finland, however, it is rare that work predisposes to such infection.

Since the 1980s, all 16-year-olds in Finland have received a circular containing information on birth control, sexually transmitted diseases and sexuality in general. The circular also emphasises a young person's right to decline having sexual relations.

4.2 Other sexually transmitted diseases

The annual follow-up of sexually transmitted diseases, as laid down in the Communicable Diseases Act and based on reports by physicians and laboratories, reveals annually about 9,000 cases of sexually transmitted diseases, with clamydia accounting for 8,000 cases.

Cases of syphilis started increasing in 1993; earlier this communicable disease was rarely encountered in Finland. In 1995, physicians reported 122 cases of syphilis, which is double the amount discovered in 1994. 64% of the patients were men. This disease has become more widespread as a result of increased tourism and sex tourism in Finland's neighbouring countries. Sexual contacts with prostitutes are the main source of infection (in 22% of cases).

Women make up a growing share of syphilis patients. In 1995 70% of the infected women had contracted syphilis in Finland from their regular sex partner. Screenings at maternity centres yielded six cases of syphilis.

The number of cases of gonorrhoea reported in Finland has fallen steadily. In 1995, 69% of the patients suffering from this disease were men. 40% of the infections had been contracted outside Finland.

The incidence of clamydia has decreased in Finland. The majority of cases (63%) reported in 1995 were found in women. In 75% of the infected women, no symptoms are present, and thus the disease may remain undetected and untreated. This in turn may increase infertility problems.

ARTICLE 13

1 Supporting women entrepreneurs

On 1 October 1996, Parliament adopted an act on amending the Act on Kera Ltd in a manner that would promote women's enterprises. The Act entered into force in the beginning of 1997. Under this Act a special loan for women entrepreneurs will be granted for the investment and development projects of new women entrepreneurs or of women entrepreneurs developing their operations. The new loan differs from the present loans from Kera Ltd in that it can d be granted also in the service sector, where most women entrepreneurs operate. This loan would promote equality between women and men in small and medium-size business operations.

The Ministry of Trade and Industry continues to arrange the "Ladies' Business School" training programme designed especially for women entrepreneurs and managers. The purpose of this nation-wide training programme is to increase women's management skills and potential to develop their own business activities. It has led to several smaller projects aimed specifically at promoting women's business activities; one example is the Topakat project, which is funded in part by the European Social Fund (ESF).

1.1 Supporting women entrepreneurs through Finnish regional development programmes

Finland's regional policy is based on the Act on Regional Development (1135/93), which entered into force in the beginning of 1994. The Act aims at promoting balanced regional development and the independent development of the different regions. Harmonious regional development, in turn, is not possible without a balanced population structure throughout the country. Thus both women and men must be provided with adequate employment opportunities.

The independent development work carried out by the regions themselves is assisted by the centralised efforts of the different administrative branches. The regions draft regional development programmes, which are used to coordinate and apply measures that help remedy regional and local problems and meet development objectives. These measures are meant to promote the development of the entire country.

The central objectives of the regional development programmes include creating jobs and improving the conditions of business life. Others aim at promoting women's business activities and employment opportunities.

1.2 Supporting women entrepreneurs through the Structural Funds of the EU

A particular ministry is in charge of each Structural Fund of the European Union. For example, the Ministry of the Interior has been appointed to coordinate the European Regional Development Fund and the Ministry of Labour the European Social Fund. The Ministry of Labour, the Ministry of Trade and Industry and the Ministry of Education are the main ministries responsible for implementing the European Social Fund; others in charge include the Ministry of the Interior, the Ministry of Agriculture and Forestry and, especially in matters of equality, the Ministry of Social Affairs and Health. Decision-making takes place regionally, according to the subsidiarity principle. The share of national financing in support of women entrepreneurs for the period 1995-1999 is about FIM 200 million.

When allocating funds from the Structural Funds of the EU, attention must always be paid to promoting equality between the sexes. Women's unemployment can be relieved particularly by aiding women to become self-employed. Some of the schemes of the EU provide for funding to promote the business activities of women. The principal requirements are a viable business idea and sufficient courage to carry it through. Consequently, women are provided training that encourages them to take up and pursue business activities, and efforts are made to remove any obstacles preventing women from entering the world of business. These schemes have just started being implemented, and their effect has not yet been studied in detail.

Implementation of the schemes is subject to the obligation to announce the percentage of women and men participating in the training in question, as this gives an indication of whether the principle of equality between the sexes has been integrated into the set of measures financed by the European Social Fund (ESF). In addition to containing quantitative data, the follow-up reports also present a qualitative evaluation of the progress of the scheme. In practice the principle of equality between the sexes is highlighted principally by informing the public at large about the variety of development opportunities offered by the schemes and by making sure that both women and men can participate on equal grounds at regional and local level in the planning and decision-making related to the projects.

Promoting entrepreneurship is at the forefront in the objective-related schemes financed by the Structural Funds of the European Union (the European Social Fund, the European Regional Development Fund, the Guidance Section of the European Agricultural Guidance and Guarantee Fund, the Fisheries Fund). As to the promotion of equality, it is a key principle that must be embodied in the implementation of the schemes, as mentioned above. Several of the objective-related projects have included plans to encourage and support women entrepreneurs; a few of these projects are presented below.

Scheme related to Objective 3

In the scheme related to Objective 3, women entrepreneurs are provided support in particular through a set of measures termed *"Paths to Self-Employment"*. They are used to encourage women to become entrepreneurs in greater numbers than is presently the case. The objective is to reach about 5,000 women by the end of the five-year period (1995-1999).

Various measures and the know-how of different parties will be used to build paths to self-employment for jobless people. The small and medium-size enterprises thus established will operate on the model of continued development, which is based on an initial scrutiny of the operating conditions of the enterprise. Once these conditions have been defined, the unemployed are given entrepreneurship training, and they are expected to found their own undertaking during or immediately after this training. The new entrepreneur receives personal training during the start-up phase of the new company. Individual consultation is also available.

Private services are necessary in order to compensate for the reduction in, for example, public services where the share of women employees has traditionally been large. The cuts in the public sector lead to the privatisation of services. For unemployed women who used to work in welfare services, self-employment may be an alternative to long-term unemployment. Although women are most likely to establish enterprises providing health care and social welfare services, they are also encouraged to start companies in the field of modern technology.

Promoting Women's Enterprises in the Wellcare Sector by Means of International Expertise is an entrepreneurship training and network project aiming at increasing women's opportunities to employ themselves as professionals in the wellcare sector. The target groups are (1) training organisations that provide entrepreneurship training in the wellcare sector, (2) entrepreneurs and prospective entrepreneurs in the wellcare sector and (3) unemployed women who have received training in the wellcare sector. The intention is to find customers that need such services and to guide women interested in self-employment so that they would be able to respond to these customers' needs. Furthermore, the project would involve acquainting entrepreneurship trainers with new types of training that guarantees the creation of new companies in the wellcare sector. Another objective is to make big customers, i.e., organisations purchasing services to their own customers, part of the consulting and support network for entrepreneurs in the wellcare sector.

The scheme related to Objective 3 also includes entrepreneurship projects designed especially for women, such as the *New Work for Women Project, Income and Work for Women* and *Paths to Self-Employment (region covered by Objective 2)*. The projects offer support mainly to professional women with the sufficient know-how, work experience and risk-taking ability to succeed as entrepreneurs.

Scheme related to Objective 4

Objective 4 strives to create equality between women and men throughout society, in all activities and at all levels. The strategic part of the scheme lays down that aid must be allocated especially with an eye to increasing equality of the sexes at work and on the labour market.

The scheme related to Objective 4 may be used to promote equal opportunities between women and men on the labour market. One of the themes is to provide support to women entrepreneurs and women in company management.

Owing to the high level of education of Finnish women, they are well prepared to apply for managerial posts in companies. However, training seems to be necessary to provide women entrepreneurs and women managers with confidence in the so-called woman's viewpoint. An example of such training is the *Ladies' Business School* training programme designed especially for women entrepreneurs and managers and part-financed by the Ministry of Trade and Industry (see above).

Regional schemes related to Objectives 6, 2 and 5b

The schemes of the European Union related to Objectives 6, 2 and 5b are regional schemes. Objective 6 covers the development of extremely sparsely populated regions, Objective 2 the restructuring of regions hit by the structural change in industry and Objective 5b the development of rural areas. These objectives all aim principally at creating jobs and improving the viability of industry. They also include plans to encourage women entrepreneurs and improve their employment opportunities. The Commission of the European Communities has stressed the importance of promoting the equal opportunities of women and men when implementing the schemes of the Structural Funds.

Below are a few examples of the projects financed by the European Social Fund and included in the above mentioned schemes.

A project called "*Sandwich*" has been launched in Kajaani as part of the set of measures for "establishing companies and promoting entrepreneurship" under the scheme related to Objective 6. The aim of the Finnish project is to help persons having received handicraft and art training to become self-employed. Special attention will be paid to launching women participants into business. The objective is to produce 30 new jobs in the region that are both permanent and productive.

Promoting Entrepreneurship in the Handicraft Industry in North-east Savo belongs to the set of measures for "vocational training and re-training, guidance and consultation" under the scheme related to Objective 6. The project is intended for the staff of small and medium-size companies, entrepreneurs and craftsmen and -women. With the help of this project these people will receive the necessary skills and competence to become self-employed handicraftsmen and -women.

The scheme related to Objective 2 includes staff training aimed at boosting regional business activities as well as measures to promote the networking of companies and the development and use of the latest technology. The measures help to promote equality of the sexes on the labour market, as they highlight the particular needs of female-dominated sectors. The new Objective 2 scheme for 1997-1999 draws special attention to the role of women entrepreneurs. The first Objective 2 scheme (1995-1996) did not in itself lead to projects for women entrepreneurs, but such action is being planned.

In the scheme related to Objective 5b, women entrepreneurs are assisted in line with the set of measures for "promoting business activities by increasing know-how", an example of which is the project *Training Women with Skills in Finland Proper*. Women who live in a municipality belonging to a region covered by Objective 5b and who have solid skills in their own field may participate in the said training, which aims at reinforcing the viability of the countryside. A total of 20 participants will be chosen from among women who have been trained for a specific field and are interested in becoming self-employed.

The project called *The Sunny Side of the Archipelago* has also been included in the scheme under Objective 5b. The target groups consist of farmers, small-scale entrepreneurs and jobless persons. As part of the training, they will be taught to recognise their own skills and know-how and to use computers in their everyday work. With the help of exercises and project plans they will also be shown how to market their own skills. The share of women participants has been set at two thirds.

The purpose of the *Project for Developing Rural Enterprises in South-Bothnia* is to encourage the foundation of new rural enterprises in an area covered by Objective 5b. Support will be provided especially to women, young people and jobless people planning to take up business activities. According to plans, half of the participants will be women, which means that an opportunity for entrepreneurship training will be provided to 50 women. One of the purposes of the project is to select viable business ideas and find measures to implement them. The target group here has usually included farmers that are planning to give up traditional farming or are threatened by unemployment. However, the project also provides support to newly established rural entrepreneurs.

Community initiatives

The purpose of the project called *Opportunities for Women to Work and Gain Skills in Wellcare* is to create new services in the wellcare sector and consequently more opportunities for women to become self-employed in this sector. As part of the project, entrepreneurship trainers would be acquainted to a new type of training. The DEVOTE project aims at improving women's job opportunities, supporting women entrepreneurs and increasing women's influence in society through networking, training, consultation and the exchange of information. The project is made up of three sub-projects for developing resource centres, creating a network of women consultants and increasing the number of "key women". The purpose of the project *Local Action for Women* is to form an international network of women planners, trainers and entrepreneurs for increasing the skills of women and developing a training programme for improving the competence of women in traditional male-dominated fields such as business and information technology.

The ADAPT training programme gives preference to measures of training and guidance in sectors where women traditionally are under-represented and to projects where information on the latest technology is transmitted especially to women entrepreneurs and female-dominated fields. In connection with one of the projects undertaken during the first application round (ATENEA), employees threatened by unemployment in the public sector are trained to establish cooperative societies, contacts are increased among persons supplying services, subcontractors and clients, and the competitive ability of small-scale entrepreneurs is strengthened with the help of new models for cooperative societies.

2 Women's participation in the implementation of regional programmes financed under national programmes for regional development and by the Structural Funds of the EU

Decisions regarding the implementation of regional development programmes financed nationally and regional programmes cofinanced by the Structural Funds of the EU are made at regional level. Regional Councils formed by municipalities act as the regional development authorities in their own territories. The implementation of programmes is coordinated under the direction of the Regional Councils in joint committees. The authorities responsible for the allocation of funds decide about the preparation and funding of individual projects according to the division of labour of the different administrative branches. The projects launched in the context of the programmes strive for example to encourage business activities and develop manpower resources and skills in the region.

The independent development of the regions is based on the principle whereby development is to take place on the terms of both sexes and women are to be involved right from the beginning in preparing and implementing the programme. It is still necessary to increase the share of women in the most important bodies responsible for the programmes. Likewise, women should be more active in starting and realising projects. These activities have received support for example from the Woman's Working Group for Rural Development working under the joint working group for rural policy (see Article 14).

3 Cultural activities

In Finland, women are more active than men as consumers of cultural services. Lately several cultural establishments under the Ministry of Education, such as museums, have started catering also to the interests of children, senior citizens and men.

The Ministry of Education observes the quota provision contained in the Equality Act when appointing members to the administrative bodies of art and cultural establishments under it and verifies whether the principle of equality is applied in the activities of these establishments.

The pension reform in force at the Finnish National Opera since the beginning of 1996 places women and men performers appointed by the Opera in an equal position. The pension age for singers is now 55 and for dancers 44 regardless of their gender; before the reform, women performers had to retire at a much earlier age than men performers.

According to the data from the Population Register Centre, between 1985 and 1990 the proportion of women in the fields of music, literature, design and the performing arts grew, and the trend was the reverse only in photography. The number of women among painters and sculptors, film and theatre directors and architects has remained stable. In 1990, there were the most women among designers and performing artists, i.e., respectively 69% and 50%.

According to a recent study (by Ms. Paula Karhunen, Research Unit of the Arts Council), the share of women painters and sculptors continued to be on the rise. Accordingly, in 1996 altogether 48% of the members of the member associations of the Association of Finnish Artists were women, as opposed to only 38% in 1991. Over half of the members of the Finnish Painters' Union and of the students of the Academy of Fine Arts have been women in recent years.

3.1 The financial status of women artists

In 1992 the income level of women artists corresponded to 76% of the income level of men artists. In this respect, the status of women artists is the same as that of women in other sectors of working life.

In contrast, women and men artists are on an equal footing as beneficiaries of grants if one compares the number of grants received by women to the number of applications made by women. Between 1987 and 1995, women received especially grants for specific purposes (45%), although the number of applications by women (47%) would have called for a larger share. The situation is altogether different in the case of long-term government art grants; women have received only 36% of these grants, although this is slightly more than their share of the applications (34%).

A comparison of the number of artists that have benefited from a grant and the number of artists in the branch of art in question reveals that in most branches women have been as successful as men. The share of male beneficiaries is greater only in the visual arts, dancing and music.

ARTICLE 14

1 Developing rural areas

The development of rural areas is a central objective of both national regional policy and of the Structural Funds of the European Union. Objective 5b (development of the countryside) and 6 (development of sparsely populated regions) of the Structural Funds target the countryside in particular. These are supplemented by national programmes for developing the countryside. More information on these programmes is provided in Article 13.

On the basis of a Decision of the Council of State on 24 April 1996, the Government directed and coordinated regional development work in 1996 and laid the foundations of regional development and related preparations for 1997. According to the Decision of the Council of State outlying areas should be developed through more efficient and versatile rural policy that would introduce new measures that are especially suited to outlying areas and that promote interaction between the countryside and population centres.

The action programme called Leader II, a Community initiative financed by the Structural Funds of the European Union, is intended especially for rural areas. Finland's Leader II programmes for regions covered by Objectives 5b and 6 will be started in the course of 1996. The Leader programmes have been drafted by the Leader theme group set up by the cooperation team for rural policy. The measures resulting from the Leader programme will help to promote equality between women and men in the countryside by encouraging women to become entrepreneurs. The success of the set of measures B contained in the Leader programme, in other words the rural innovation scheme, will be measured using such indicators as the number of women's and men's jobs preserved in the countryside and the number of new full-time or seasonal jobs.

2 Entrepreneurship courses for rural women

For several years already, entrepreneurship courses have been arranged for rural women in Finland. In addition, several projects have been launched in the countryside to promote the self-employment of women in areas where women have special know-how (the handicrafts industry, the small-scale further processing of foods, wellcare services). The fulfilment of the objectives with respect to the training and employment of women will be examined yearly.

3 The activities of the Women's Working Group for Rural Development

Women living in rural areas are in the process of actively searching for a wide variety of new industries. In the last couple of years, women's networks and development centres have been established all over Finland.

The cooperation team for rural policy is a joint committee set up by the Council of State. Its task is to coordinate the measures for developing the countryside and to promote the efficient use of resources directed at the countryside. Under the joint working group, experts and the persons in charge at implementing organisations formed working groups. One such group is the Women's Working Group for Rural Development , whose term expires on 30 April 1998.

The Women's Working Group for Rural Develpment aims at improving the status of rural women by increasing their opportunities to earn income and exert influence and encouraging them to participate in decision-making in society. The Women's Working Group for Rural Development aids rural women by promoting the creation of regional and local networks and development projects based on women's needs and objectives. The activities of the Working Group benefit significantly the development of the countryside throughout Finland and within the framework of the European Union.

The Working Group has arranged rural women's incentive seminars in the different provinces and provided information on women's projects and for example on funding possibilities in its bulletin that appears quarterly and is mailed to over 1,500 rural women.

In spring 1995, the Ministry of Agriculture and Forestry charged a working group with drafting a rural development programme. The programme, which was completed in 1996, puts emphasis on the versatile development of rural areas, and its proposals are being carried out also by the different ministries. The measures are applied to both men and women, and they will also help improve the status of rural women. According to one of the proposals contained in this programme that has received government approval, the Women's Working Group for Rural Develpment will launch in cooperation with labour administration and existing women's networks an extensive three-year project for promoting women's employment.

This project was put underway in autumn 1996. It includes entrepreneurship training and a system of small loans granted for new entrepreneurs. At the instigation of the Women's Working Group for Rural Develpment, new development projects for promoting rural industries and, in particular, women's operating conditions are presently being selected for 1997.

4 Farming

For already several decades, one of the purposes of legislation on the structure of agriculture has been to promote an open-minded attitude with respect to the gender of the person at the head of a farm. As a farm is usually an enterprise as well as the family's home and living environment and often the main or part-time working place of the members of the family, beneficiaries of aid have been viewed as constituting a family.

A farmer's most important decision has usually been the purchase of a farm, which in recent decades has largely been aided by low-interest government loans or by interest-rate subsidy paid by the State. This matter has most recently been dealt with by the Act on Rural Industries (1295/90). In order to receive aid, every purchaser of a farm - whether a man or a woman - must fulfil the same conditions. In the most common situation, a farm has been bought by both spouses, even though one of the spouses might be employed outside the farm. As a rule, however, both spouses participate in the work on the farm. In cases where a farm has been purchased by only one of the spouses, the decision has been based not so much on legislation as on the sellers' - usually the purchaser's parents - wish that the farm be passed on to a direct heir and thus remain in the family.

If the farm has been acquired by both spouses jointly, this is usually the case also for other investments such as buildings, including the residential building, and machinery, and so also the aid has been granted jointly to both spouses. Consequently it has been easier for a farmer couple to divide the business income between each other in taxation and retirement pension insurance. This has levelled the effects of progressive taxation as well as improved the status of women, as social benefits based on earned income and old-age pension laid down in the Farmers' Pension Act have been calculated according to personal instead of family income. The position of a married woman has been secure, as matters relating to the farm have had to be decided jointly, and in the event of a divorce it has been easier for a woman to justify her wish to remain alone at the head of a farm.

Special attention has been paid to a woman's status on a farm by fixing criteria for receiving aid that also include agricultural studies completed by a woman. If practical experience has been considered sufficient proof of competence, the criteria have been met if the applicant has participated in farm work as the child - whether a boy or a girl - of farmers. The maximum age limits set in order to improve the age structure of the farming population are based on the usual scenario where the husband is older than the wife, and aid has been granted if one of the spouses applying for aid has met the age requirement.

Since Finland adhered to the European Union in the beginning of 1995, certain changes have had to be made that in the long run may lead to a situation where it will be rarer for a spouse working outside the farm or a spouse that fails to fulfil some other condition (with respect to age, training, etc.) to purchase a farm jointly with his or her spouse working on the farm full-time. Unlike Finnish national structural legislation, the corresponding European legislation lays down that the criteria for granting aid should be examined with respect to the person at the head of the farm and not with respect to the entire family. This viewpoint stems from the different tradition prevailing in the old Member States of the European Union, where only one person has usually worked on a farm and where social security has been structured differently.

In order to receive aid from the Structural Funds of the European Union also for developing the structure of agriculture, Finland introduced an investment aid system part-financed by the Guidance Section of the European Agricultural Guidance and Guarantee Fund and a young farmers' aid system based on Council Regulation (EEC) No. 2328/91 on improving the efficiency of agricultural structure. In connection with this, the corresponding national start-up aid was abolished and the previous national change-of-generation loan system was incorporated into the said aid system part-financed by the European Union. Finland also introduced the farmers' early retirement system financed by the Guarantee Section of the European Agricultural Guidance and Guarantee Fund and intended for farmers planning to retire before the official age of retirement. This early retirement aid system is based on Council Regulation (EEC) No. 2079/92.

While the above acts on the different aid systems do not discriminate on the grounds of gender, the new conditions for granting young farmers' start-up aid related to the purchase of a farm and the commencement of farming are such that, when applied in Finland, they may distort the gender structure of farm owners and thus the distribution of the business income between farmer spouses. In the long run, this would be bound to affect the social position of women.

Finnish farms are relatively small, which means that usually only one person practises farming as a main occupation, with the other spouse receiving only part of his or her subsistence from farming. Under Finnish national legislation, the income from agriculture and the total other income is calculated separately for both spouses and added, and these figures are compared when evaluating the importance of farming to the family's subsistence and whether the maximum limit of secondary income has been reached. In the aid system of the European Union, the income and working hours of the spouses are looked at separately.

This problem came up several times during the negotiations between Finland and the European Communities, but at that stage it was not possible to supplement the aid system with national acts that would better take into account Finnish agricultural practice and the status of the spouse - usually the wife - working full-time or part-time outside the farm. However, Finland plans new negotiations with the Commission on reforming the aid system so as to bring the conditions for granting aid more into line with the earlier national system. Finland will probably take up the problems posed by the present Community aid provisions especially to rural women's status in connection with the reform of the Community acts on agricultural structure.

Income aid could earlier be paid to the bank accounts of several people if so requested in the application. In this respect, Finland's accession to the European Union may have worsened the status of certain women practising farming. According to the present system for the payment of income aid, such aid can be paid to the account of only one person, in practice often the husband. In some cases this may affect adversely equality between women and men entrepreneurs.

5 Forestry

Forestry and income from forestry are a significant part of Finnish agriculture and rural industries, which both are based on family farms. Practically speaking all farms include forest from which income is derived. The share of women forest owners has grown as more women become farmers and as more city dwellers inherit forest and other land. In Finland, consultation and other organisational activities in the forest sector have been planned so as to take into account the services required by women forest owners. In international cooperation, Finland has drawn attention to and emphasised the importance of women and the need to increase women's influence in forestry.

Finland has treated issues related to equality of the sexes also in the Wood Committee under the ECE (UN); "Women in Forestry" was the theme chosen for autumn 1996. In its address to the Committee, Finland referred to the country's 90-year tradition of promoting equality and also treated the difficulty for example of finding women representatives to committees and administrative bodies in the forestry sector. A summary was also presented of recent Finnish research related to the subject at hand. Finally, Finland proposed that the FAO include the matter in the working programme of the Forest Committee next spring.

6 Women's participation in the activities of agricultural and forestry organisations

The more visible role of women in the management of farms and forests has not yet led to a greater participation in the decision-making related to the consultation and other activities of agricultural and forestry organisations. Administrative measures such as result-oriented tutoring shall be taken to try to reinforce the role of women in the decision-making of the administrative bodies of agricultural and forestry organisations.

7 Community planning

For a long time women have had little say in community policy and community planning. In all development work carried out by the Ministry of the Environment, the objective is to increase women's participation and influence in promoting sustainable development.

It is only in recent years that women interested in community planning have formed regional, nation-wide and international networks. This has shed light on the relatively insignificant role of women in decision-making concerning issues related to community planning, both in cities and in the countryside.

The Ministry of the Environment has carried out projects that focus on increasing the influence and participation of women in all sectors. These projects include the international EUROFEM - Gender and Human Settlements network, a project network created by women in industrialised nations that draws attention to the importance of a woman's viewpoint in community planning: the Ministry of the Environment is in charge of this project in Finland during the three-year period from 1995 to 1998.

The objective is to find an innovative line of action for developing the environment in response to the challenges of the post-industrial society. In 1996 the network included already about 30 concrete projects from over 10 countries dealing with, for example, ecological living, engaged planning, alternative energy forms, women entrepreneurs and environmental policy. The project will be highlighted in 1998 with an international conference to be arranged in Finland.

The leading idea is the same as at the Fourth UN World Conference on Women in Beijing: women are able to contribute markedly to the existing systems-oriented community planning where the main stress is on ecological, technical and economical aspects.

8 Public transport services

It is a generally accepted principle in Finnish transport policy that everyone should be able to move from one place to another regardless of whether they own a vehicle, of where they live or of their mobility. While the equality of women as users of transport services is not written down separately in Finnish transport policy, the above mentioned principle has naturally also improved the status of women. Several studies show that women use public transport services much more often than men.

An extensive road, railroad and public transport network is usually considered a prerequisite for the freedom of movement of the population. Maintaining public transport in sparsely populated areas is important because it constitutes a basic service that facilitates commuting to and from the working place and place of study. Public transport services are in the midst of much change. Especially in smaller localities, efforts have been made to replace insufficient public transport by combining a variety of different transport services and by rationalising their planning.

The legislation on passenger traffic does not make any special mention of the equal right of women and men to public transport services. The Act on Passenger Road Traffic Subject to Licence (343/91) was reformed in 1994 (662/94). Under Section 3, subsection 3, of the Act, municipalities shall plan public transport services with due respect to the needs of the different population groups, such as children, the elderly and the disabled.

In recent years, municipalities, the State and enterprises carrying on public transport have tried to develop public transport that would serve users more efficiently. While the main objective has been to provide freedom of movement and information to persons with impaired mobility - the elderly and the disabled, among others - it is women that have been the principal beneficiaries. This is the case with, for example, the introduction of buses with a low floor and the coordination of various forms of public transport so as to facilitate transfers. These measures have been welcomed especially by women, as the elderly population is composed mainly of women and children are usually accompanied by women.

ARTICLE 15

Women and men are equal before the law under Finnish legislation, as specifically stipulated in Article 15 of the Convention (see the other articles for more details, especially Article 2).

ARTICLE 16

1 Changes in family structures

In Finland as elsewhere in Europe, the annual number of marriages has fallen. A total of 23,737 marriages were contracted in 1995. This does not necessarily imply that couples are rarer today than in the past, as many people, especially in the younger age groups, live together without being married.

Common-law marriages became more widespread in the 1980s. In 1978, 163,000 women and men lived together without being married; by 1995 the figure had doubled and reached 442,600, with common-law marriages accounting for about 18% of all couples. Common-law marriage is the most frequent among 20-to-29-year-olds; in 1992, 25% of this group were not legally married to the person with whom they lived. Among young people aged under 25, common-law marriage was the preferred arrangement. Most couples (66%) in common-law marriages did not have children. Common-law marriage is often followed by marriage, especially after the birth of the first child. Lately, however, the number of prolonged common-law marriages seems to have increased.

The divorce rate has grown in recent years. It has been easier to obtain a divorce since entry into force in 1988 of the amendment to the Marriage Act. Altogether 14,025 divorces were granted in 1995. Divorce statistics do not include couples in common-law marriage. However, according to a separate inquiry based on population statistics, twice as many couples separated in common-law marriage than in official marriage; among 20-to-24-year-olds the difference was fivefold.

In 1995, 639,610 families had children under 18 years of age. The number of families where both parents are present has decreased in the past years as a result of divorces. The number of single-parent families is constantly on the rise: in 1995 it accounted for 17.5% of all families with children; 15.4% of all families were composed of a mother and her children.

A study of the financial situation of single-parent families was conducted in 1991. During the period reviewed, families with only one parent were on the average in a worse financial situation than other families with children. Families with two parents where only one parent worked, however, had a slightly lower income than single-parent families. Over 70% of the gross income of single parents was composed of earnings from factors of production, such as salaries and entrepreneurial income, and less than 30% of income transfers. In families with two breadwinners and children, earnings from factors of production accounted for close to 90% of gross income.

Income transfers include child maintenance aid and allowance, child home care allowance and maternity allowance, living allowance and housing allowance. The housing and living allowance system provided an essential part of the livelihood of single-parent families, without which the income level would otherwise have been on the average 10% lower. Since 1994, single parents have been entitled to a special single-parent allowance under the Act on Child Allowances (1584/1993).

The above study depicts the pre-recession situation, and its results must be viewed taking into account that the mass unemployment that hit Finland shortly afterwards has also affected single parents.

2 Paternity investigation

The number of children born out of wedlock has grown as common-law marriages have become more widespread. The relationship between a child born out of wedlock and his or her father must always be established separately. In 1995, altogether 20,253 children born out of wedlock were acknowledged by their fathers; this figure is constantly on the rise.

3 Agreement on the custody of a child

When divorcing the parents must agree in writing on the custody of their children. The agreement must then be ratified by a social welfare board (or a court) in order to be juridically enforceable. In 1995, the social welfare boards ratified 28,757 agreements on the custody of a child. 88% of these agreements involved joint custody, and in 10% and 2% of the cases the child was entrusted solely to the care of, respectively, the mother or the father. In recent years there has been a growing number of joint-custody agreements.

4 Reforming family and inheritance legislation

Finland's previous report draws attention to the problematic stand of Finnish legislation according to which property ownership is subject to the law of the state whose citizen the husband was when the marriage was concluded. The Ministry of Justice has recognised the need to introduce a reform. In 1993, the Ministry set up a working group responsible for drafting a working plan that aims at reforming Finland's family and inheritance legislation, which belong to private international law. In its report issued in 1994, the working group notes that as regards international family law, issues concerning conjugal property are the area most in need of regulation. Another working group, set up by the Ministry of Justice in 1995, gave, in September 1996 a proposal for a government bill containing provisions on an act that would be applied to the property ownership of spouses. Accordingly, property ownership would be subject principally to the law of the state that was the residence of both spouses after marriage. Should the government bill be approved, spouses could more freely, by agreement, decide on the law that would to applied to property ownership in marriage.

Another drawback with respect to women in Finnish legislation is that the legal status of a child, whether born in or out of wedlock, is determined according to the law of the state whose citizen the father is. The above mentioned working group suggested a reform of the regulations concerning paternity issues of an international nature. The project will be launched once the above mentioned proposal for reforming legislation on the property ownership of spouses has been presented to Parliament.

ANNEX I

The Council for Equality

Provisions on the Council for Equality operating under the Ministry of Social Affairs and Health have been laid down in Decree 638/86. The duty of the Council is to promote equality between women and men in society and prepare reforms to this end.

Section 2 of the Statute on the Council for Equality prescribes the following duties for the Council.
The Council shall :
1) act as a joint committee for research in various areas regarding equality between women and men in society,
2) cooperate with the authorities. State and municipal institutes. labour market organisations and other corporations in preparing reforms to promote equality between women and men;
3) follow up and promote the integration of the equality principle into plans concerning society. and make proposals for developing research. training and educational activities regarding equality;
4) make proposals for developing legislation and administration in a manner that promotes equality;
5) follow the evolution elsewhere in the world of issues related to the equality of women and men in society; and
6) perform research and planning in its own sector, as separately specified by the Ministry of Social Affairs and Health.

The Council of State mandates the Council for Equality for a maximum term of three years at a time. The Council is composed of 13 members, including a chairman and a vice chairman. Each member has a personal deputy member. As a rule, the composition of the Council for Equality has reflected the political weight of the different parties in Parliament. The relatively large number of members and deputy members has enabled also opposition parties to appoint members or at least deputy members to the Council for Equality.

The Council may form divisions and may nominate, with the consent of the Ministry of Social Affairs and Health, permanent experts to these divisions. This provides the Council for Equality with sufficient expertise to look into issues of current interest and of far-reaching consequences.

The secretary general shall be an official appointed by the Ministry of Social Affairs and Health.

Comments of the Council for Equality

The plan for equality of the Council is presented in Article 3 of the report. The Council for Equality has also made the following observations:

Article 3

The Council for Equality has suggested that the progress of equality between women and men be monitored by publishing at least every other year a so-called "equality barometer", which would give information on gender divisions in education and working life, earnings, the distribution of services, participation in social activities, decision-making, health, crime, and on the experiences of women and men regarding equality in personal relationships, family life, organisations and working life, among others.

Article 5

The Council for Equality feels that public authority has not yet taken sufficient measures to prevent violence against women or to assist victims and perpetrators of such violence.

The division of the Council for Equality dealing with violence-related issues has sought - in the capacity of advisory body - to find a solution to the problem of violence. The division has laid down the framework of a national anti-violence programme that was presented to the Government together with the draft programme for equality. The objective of the programme is to prevent violence against women, improve the position of victims of violence and help the perpetrator to rid himself of his violent pattern of behaviour. Furthermore, the aim is to integrate the combat against violence into the operations of all the authorities.

The Council wishes to highlight the following measures, which are included in the draft action programme presented to the Government:

- The foundation of a national institute against violence. It would function as an expert body and develop new working methods, reform the policies of authorities and participate in international cooperation.
- The training of competent workers to deal with the problems caused by the use of violence.
- The development of statistics on violence so as to permit the annual publication of basic data on the subject.
- The carrying out of a so-called victims study to investigate into violence directed at women.
- The realisation of a national information campaign against violence.

The Council will pursue the drafting of the anti-violence programme in view of the equality programme planned by the Government.

The Council for Equality has mandated a Sub-committee of Men to look into and develop the male viewpoint to the promotion of equality, help find means to reconcile working life with family life and promote work against violence.

The Council has proposed that paternity training be developed and that special training be arranged for men alone. According to the Council, parental leave should be arranged so that part of it would be granted primarily to the father. When parents divorce, the children usually remain with the mother, although joint custody is becoming more common. After divorce, contacts between father and child tend to lessen and lose importance.

Article 6

In recent years prostitution and the sex business in general have become more widespread and more visible in Finnish society, thus leading to much debate. In 1993 a working group mandated by the Council for Equality to deal with the issue started examining the situation in Finland.

According to the Council for Equality, special measures are called for to handle the problem of prostitution; in the course of autumn 1996, it plans to formulate an opinion on the relationship between prostitution and the promotion of equality of the sexes.

Following certain events, the trade in wives - a form of trade in women - became a general topic of conversation in Finland in autumn 1995. The Council for Equality looked into the matter and issued in October 1995 a stand concerning the phenomenon where women in developing countries are offered in mail-order catalogues as wives to Finnish men. The Council for Equality concluded that such traffic, which resembles trade in women, should be prohibited by law, and it urged the Ministry of Justice to draft the necessary legislation. The legality of the activities of associations engaging in such business should be supervised, and the authorities should rely on mutual cooperation to reveal and put a stop to the offering of wives that by its nature is comparable to trade in women.

Article 7

Women still have less clout than men in decision-making in Finnish society. Women have held for a long time approximately one third of the parliamentary seats, while their share in municipal councils has been slightly under a third. In 1995, 67 women were elected to Parliament, which was ten members less than in 1991. The reasons for this setback have not been analysed, although researchers and politicians have come up with certain hypotheses, for example that it was difficult to find successors for the popular female candidates elected to the European Parliament, the equality issue was not a campaign topic, women had less money than men to spend on campaigning or that the powerful male-dominated labour unions supported strong male candidates, who seemed like safe alternatives in recession-ridden Finland.

A greater percentage of women than of men voted in the 1995 elections: the figures were 73.1 against 70.6. However, the turnout of women voters does not correlate with the success of female candidates. Instead, the share of female candidates is significant in that it guarantees that women have a corresponding share of the vote and parliamentary seats. In the 1991 and 1995 parliamentary elections, the share of female candidates was, respectively, 41.2% and 39.1%.

Article 10

The Council for Equality considers women's studies and the new field of men's studies important means of understanding the society's gender system and gender differences and of drawing attention to problems related to equality. Therefore, universities should support women' s studies and the teaching of women's studies. Although women's studies are today taught at nearly every Finnish university, the discipline suffers from a lack of resources. The Council for Equality feels that women's studies should occupy a more important position and be more widely taught. The Council is presently preparing a study on how equality and women's issues are included in the research carried out by the different administrative sectors.

The Council for Equality and the Finnish Society of Women's Studies have drafted a national development programme for women's studies called Women's Studies 2000. In connection with this programme, the Council for Equality has proposed that at least one professorship in women's studies as well as lesser teaching and research posts be established at each university of sciences in Finland. At present three universities have appointed a professor in women's studies for a fixed-term. The Council for Equality has also proposed a guest professorship in women's studies for foreign scholars specialised in different disciplines.

In Finland, women's level of education is higher than men's in all areas except research. Gender differences are nonetheless evident in the studies chosen by women and men.

A concern of the Council for Equality is that while girls are better than boys in all subjects except math and physics, schoolgirls have a lower self-esteem and are less satisfied with themselves than schoolboys in Finnish schools. Schools should boost girls' self-confidence and also help boys accept the principle of equality of the sexes. The Council has proposed that a project be started to improve the self-esteem of pupils.

The division between women's and men's fields persists in Finnish society. The number of men in such fields as technology, physics and information technology is constantly increasing, while the dominant presence of women in health care and pedagogics is reinforced. In 1994, women formed only 18% of the student body in the scientific and technical fields, against a percentage of 95 in health care. While the Council for Equality feels that men should be encouraged to take up studies in the social sector and teaching, it does not consider that the male quota in teacher training proposed by the Ministry of Education is the best solution.

Article 11

The reduction in state subsidies has put strain on municipalities, which must decide which sectors will be affected by the cuts. In those municipalities that have lessened their selection of services, the cuts in state expenditure have mainly hit the female-dominated social and school sectors; this has had a detrimental effect on the employment of women and may lead to a situation where the wellcare work formerly performed by the wellcare sector becomes the responsibility of families.

Although women have for a long time composed nearly half of the labour force, the gender division in working life has become more marked in the 1990s. There are less women in male-dominated fields, although the share of men entering female-dominated fields has grown slightly. The share of both women and men has grown a little in fields where the proportion of women varies from 59% to 40%. More women than men are employed temporarily in state administration.

Up to 70% of the new employment relationships are atypical. Such employment is especially common among women. This affects not only employment security and salaries but also pensions and other social security.

Statistics show that in recent years women's unemployment has grown faster than men's.

One of the key objectives of the Council for Equality is the promotion of equal pay. The government programme states that the Government's duty is to cooperate with the labour market organisations to promote equality and equal pay in working life. Nonetheless, the ministries rarely come up with concrete proposals for reducing the pay differentials between women and men. In the Finnish system the Government can affect wage policy only indirectly. Part of the responsibility for achieving equal pay for women and men must also be borne by the other social partners.

Article 12

Homemaking, human relationships and sex education continue to be an integral part of the curriculum of comprehensive schools in Finland. In connection with the Beijing Platform for Action, it became clear that the quality of the teaching provided in these subjects varies from one extreme to another and that it is difficult to arouse the interest of boys. The Council for Equality feels that schools should start providing sex education to youngsters sufficiently early and encourage pupils' emotional development and the development of their sexual identity. Schools should be supported and teacher training improved, and there should be closer cooperation with health centres. Nonetheless, Finland is probably one of the world's pioneering countries in sex education, and the next step might be to request from the Ministry of Education estimates of the present situation and development plans.

ANNEX II

Advisory Board for Romany Affairs

The Advisory Board for Romany Affairs strives to promote the equal opportunities of the Roma people to participate in society and increase their economic, social and educational conditions. The Advisory Board functions under the Ministry of Social Affairs and Health.

Its duties include:
1) following the development of Roma's participation opportunities in society and of their living conditions in order to promote equality, and issuing statements to authorities in these matters;
2) making proposals for improving the Roma population's economic, educational, social and cultural conditions and employment situation;
3) taking measures to remove all discrimination on the grounds of race;
4) reinforcing the Roma language and culture; and
5) participating in Nordic and other international cooperation aiming at improving the conditions of Roma.

The Advisory Board for Romany Affairs includes a chairman and a vice chairman and a maximum of 16 other members. The Council of State appoints the members for a term of three years at a time. Half of the members are selected on the recommendation of the major Roma organisations, while the remaining members come from the administrative sectors of the Ministry of Social Affairs and Health, Ministry of Education, Ministry of Labour and Ministry of the Environment. In 1994 the Advisory Board for Romany Affairs, three of whose nine Roma members are women, proposed that the Romany Training Unit working in connection with the National Board of Education start arranging seminars intended especially for women. The last such seminar was arranged by the Romany Training Unit in May 1996, and the topics related to the upbringing of children and to caring for one's own person. Women's issues have been handled also on other occasions by the Romany Training Unit.

ANNEX III

Accounts of two cases where the Equality Act has been applied.

Maximum amount of damages in a discrimination case: the Yli-Lahti case

An employer may be sentenced to pay damages for the violation of the provision on discrimination contained in the Equality Act. The demand for a compensation must be brought before court.

In spring 1995, two female employees at the Ministry of Trade and Industry asked the Equality Ombudsman to give her opinion regarding the filling of a senior advisor's post at the Business Development Department. The then Minister of Trade and Industry had appointed Mr. Jussi Yli-Lahti, who has a Master's Degree in Political Science, to the post against the recommendation of the presenting official. According to a comparison of the different applicants' merits, Mr. Yli-Lahti was not even among the six most qualified candidates for the post.

The Equality Ombudsman concluded that the two employees who had requested the opinion were more qualified than the person finally appointed, as their work experience, for example, corresponded to the requirements for the post of senior advisor. While the Equality Ombudsman considered that Mr. Yli-Lahti had versatile and extensive work experience, it did not pertain to the special areas concerned by the post.

The complainants took the matter to the District Court of Helsinki and demanded a compensation. The defendant, the State of Finland, acknowledged the reason for the action, but considered that the amount of damages requested was excessive. The defendant stated furthermore that the case at hand was a political appointment.

The District Court of Helsinki sentenced the Ministry of Trade and Industry to pay the complainants double the amount of the maximum compensation for the discrimination they had encountered when applying for the post. As the reasons given for the decision, the District Court stated the fact that the party guilty of discrimination was an administrative authority whose decisions cannot be appealed. On the basis of their work experience, the two female candidates were better qualified for the post than Mr. Yli-Lahti. Therefore, the discrimination was to be considered serious. The State had referred to the fact, on the one hand, that Mr. Yli-Lahti's appointment had been a political one and, on the other hand, that more qualified male candidates has also been overlooked. Both points were apparently meant to convey that as the appointment had been motivated by political considerations, the State had had no reason to discriminate against the complainants as women. The Court pointed out, however, that with respect to implementing the law, political reasons cannot be deemed acceptable grounds for discriminating against an applicant of the opposite sex.

The Ministry of Trade and Industry has appealed to the Court of Appeal in the matter.

The proposal for a settlement in the municipal sector violated the Equality Act

In the beginning of 1995, an opinion was requested from the Equality Ombudsman concerning the provision on the work experience bonus contained in the proposal for a settlement made by the State Conciliator to the labour market parties in the municipal sector. The former age bonus system was to be replaced by the work experience bonus. According to the State Conciliator's proposal, only periods of service that are relevant to the work in question would entitle to a work experience bonus. Annual holidays and authorised absences of not more than 30 days would not lower the work experience bonus, which would, in contrast, be affected by absences such as maternity leave or parental leave granted on the grounds of pregnancy or childbirth.

The Equality Act and the EU Directive on equality prohibit indirect and direct discrimination on account of gender. As only women have the biological possibility of becoming pregnant, the above proposal would have placed women in a different position than men on account of pregnancy and childbirth. The provision on the work experience bonus would also weaken the status of an employee who decided to take parental leave. Finland has ratified the Convention of the International Labour Organisation (ILO) concerning the equal treatment of male and female employees that are the providers of families. The Convention prohibits discrimination on the grounds of parenthood.

The Equality Ombudsman deemed that the proposal for a settlement was in violation of the Equality Act, the EU Directives on equality, the legal practice of the Court of Justice of the European Community and the Convention of the ILO.

The case is being considered by the Labour Court.

ANNEX IV

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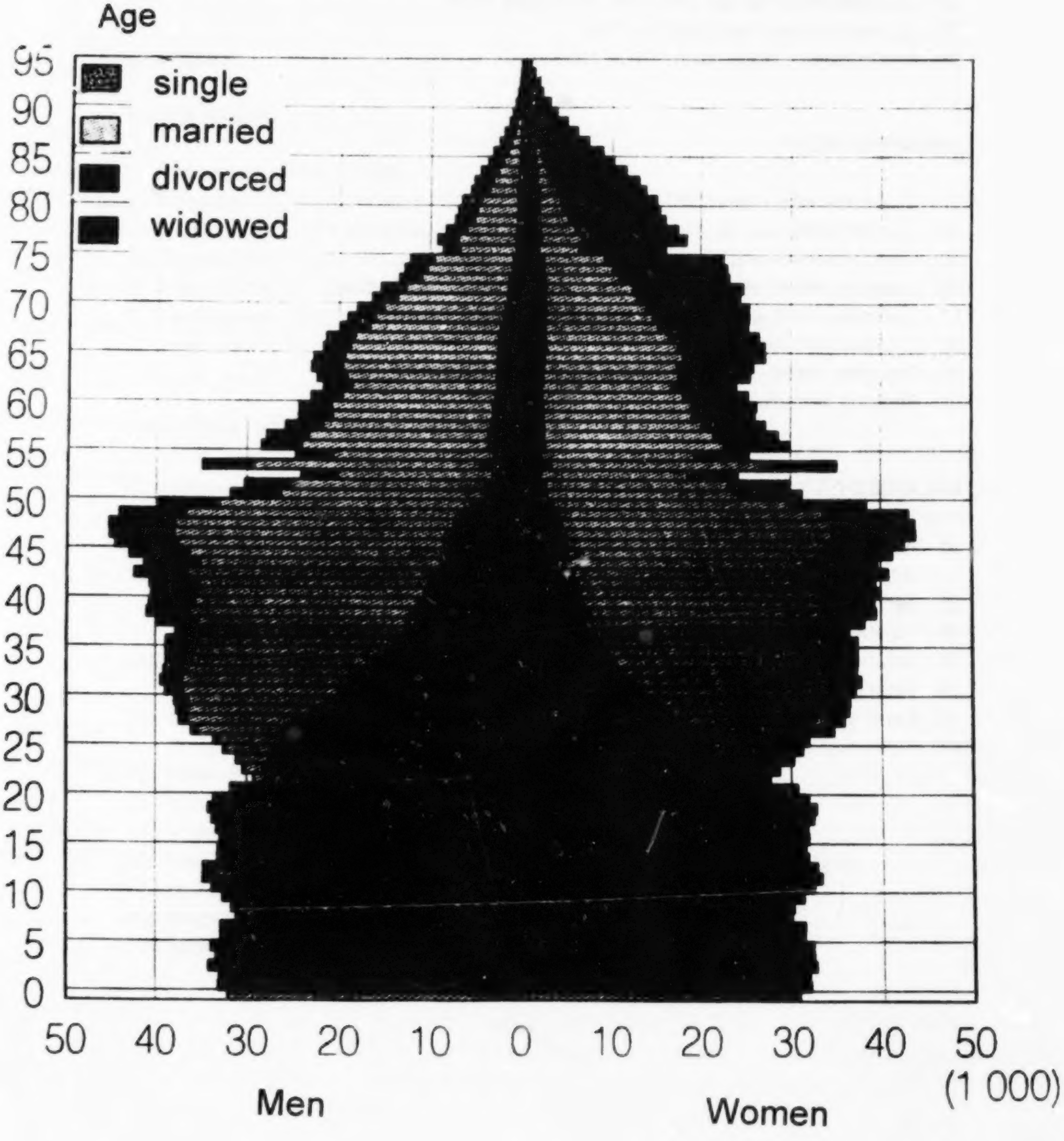
Population Structure 1995

The population of Finland by age, sex and marital status



2. Population by marital status 1800 - 1995

Year	Single		Married		Divorced and widowed	
	Male %	Female %	Male %	Female %	Male %	Female %
1800	61,1	58,4	36,3	34,3	2,6	7,3
1850	61,5	58,4	35,1	33,3	3,4	8,3
1900	63,0	58,9	34,0	33,2	3,0	7,9
1950	55,6	50,8	41,2	38,0	3,2	11,2
1980	48,9	41,6	45,5	42,7	5,6	15,7
1984	48,9	41,3	44,8	42,2	6,3	16,5
1990	49,6	41,7	42,8	40,5	7,6	17,8
1995	50,5	42,6	40,8	38,8	8,8	18,6

Source: Statistics Finland

3. Mother tongue of the population by sex 1995

Mother tongue (n > 400)	Total	Male	Female
Finnish	4 754 787	2 312 163	2 442 624
Swedish	294 664	144 110	150 554
Russian	15 872	6 123	9 749
Estonian	8 710	3 774	4 936
English	5 324	3 345	1 979
Somali	4 057	2 331	1 726
Arabic	2 901	2 305	596
Vietnamese	2 785	1 398	1 387
German	2 719	1 707	1 012
Chinese	2 180	1 210	970
Albanian	2 019	1 181	838
Turkish	1 809	1 293	516
Saam	1 726	910	816
Spanish	1 394	825	569
Kurdish	1 381	811	570
Serbo-Croatian	1 230	667	563
Polish	1 129	528	601
French	1 062	720	342
Thai	813	110	703
Persian	803	511	292
Hungarian	732	390	342
Italian	574	454	120
Norwegian	436	217	219
Dutch	408	319	89
Bulgarian	400	228	172
Other	6 911	4 071	2 840
Total	5 116 826	2 491 701	2 625 125

Source: Statistics Finland

4. Country of birth of the population by sex 1995

	Both	Male	Female
Total	**5 116 826**	**2 491 701**	**2 625 125**
Finland	**5 010 523**	**2 438 229**	**2 572 294**
Other countries	**106 303**	**53 472**	**52 831**
Europe	**74 043**	**35 434**	**38 609**
Sweden	26 617	13 507	13 110
Norway	865	414	451
Denmark	572	321	251
Iceland	105	57	48
Netherlands	496	355	141
Belgium	148	78	70
Bulgaria	425	245	180
Spain	636	403	233
Ireland	131	94	37
Great Britain	2 133	1 415	718
Italy	681	507	174
Austria	258	150	108
Yugoslavia	3 099	1 774	1 325
Greece	408	351	57
Latvia	139	68	71
Portugal	118	76	42
Poland	1 169	544	625
France	723	420	303
Romania	425	254	171
Germany	2 853	1 711	1 142
Switzerland	482	265	217
Czechoslovakia	264	128	136
Hungary	622	330	292
Russia *)	668	245	423
Former USSR *)	24 142	9 068	15 074
Estonia *)	5 598	2 524	3 074
Rest of Europe	266	130	136
Asia	**13 424**	**7 593**	**5 831**
Bangladesh	335	258	77
Philippines	563	109	454
Indonesia	78	38	40
India	773	489	284
Iraq	1 351	812	539
Iran	1 265	798	467
Israel	431	303	128
Japan	478	247	231
Jordan	112	91	21
Cambodia	76	35	41
China	1 471	787	684
Korea	75	27	48
Cyprus	63	46	17
Lebanon	250	182	68
Malaysia	201	120	81
Pakistan	259	197	62
Sri Lanka	239	124	115
Syria	134	91	43
Thailand	1 045	238	807
Turkey	1 461	1 186	275
Vietnam	2 414	1 217	1 197
Rest of Asia	350	198	152
Africa	**7 316**	**5 040**	**2 276**
Algeria	364	324	40
Egypt	341	302	39
South-Africa	143	72	71
Ethiopia	549	323	226
Gambia	170	159	11
Ghana	230	178	52
Kenya	139	74	65
Morocco	847	766	81
Nigeria	208	180	28
Somalia	3 229	1 883	1 346
Tansania	118	74	44
Tunisia	235	216	19
Zaire	174	110	64
Rest of Africa	569	379	190
America	**5 232**	**2 660**	**2 572**
Argentina	121	70	51
Brazil	228	99	129
Chile	182	92	90
Canada	1 047	519	528
Colombia	257	139	118
Cuba	105	70	35
Mexico	105	52	53
Peru	144	65	79
USA	2 686	1 346	1 340
Rest of America	357	208	149
Oceania	**560**	**301**	**259**
Australia	500	264	236
Rest of Oceania	60	37	23
Foreign country unknown	**5 694**	**2 426**	**3 268**
Unknown	**34**	**18**	**16**

*) The country of birth of those who immigrated to Finland prior to the dissolution of the Soviet Union is still the Soviet Union

Source: Statistics Finland

5. Life expectancy

The number of years that a person of a given age is expected to live provided that the rate of mortality will remain unchanged.

Age		0	15	30	45	60
1911-20	**Male**	43,4	41,1	32,5	22,6	13,4
	Female	49,1	47,3	37,0	26,0	15,1
1966-70	**Male**	65,9	52,5	38,5	25,2	14,3
	Female	73,6	59,9	45,4	31,1	18,0
1971-75	**Male**	66,7	53,1	39,2	25,8	14,8
	Female	75,2	61,3	46,7	32,4	19,1
1976-80	**Male**	68,5	54,4	40,4	26,8	15,5
	Female	77,2	63,1	48,4	34,0	20,6
1981-85	**Male**	70,1	55,8	41,7	28,0	16,3
	Female	78,4	64,1	49,4	35,0	21,4
1986-90	**Male**	70,7	56,4	42,3	28,8	16,9
	Female	78,8	64,4	49,7	35,3	21,8
1991-95	**Male**	72,1	57,7	43,6	30,0	17,7
	Female	79,7	65,2	50,5	36,1	22,5

Source: Statistics Finland

6. Families with children by family type 1987 - 1995

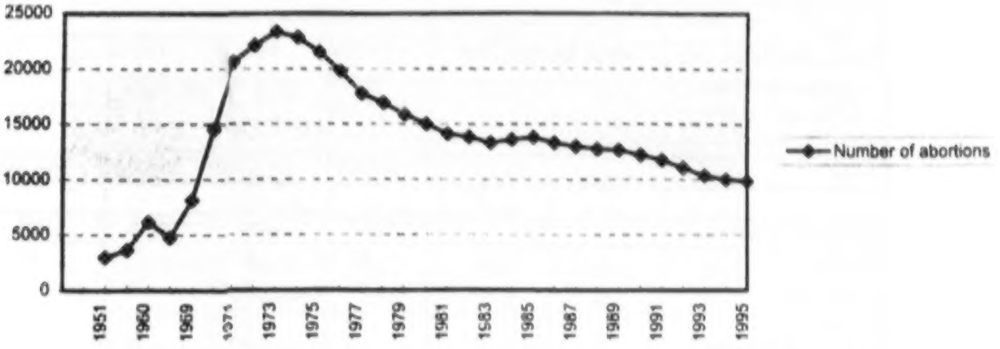
Families with children under 18 years	1987	1990	1992	1995
Families with two parents (including cohabiting couples)	559 000	551 000	549 000	528 000
Single parent families of which families with	84 000	90 000	99 000	112 000
- mother and children	74 000	79 000	87 000	98 000
- father and children	10 000	11 000	12 000	14 000
Total	643 000	641 000	648 000	640 000

Number of children	1987	1990	1992	1995
1 child	45 %	45 %	45 %	45 %
2 children	40 %	39 %	38 %	38 %
3 children	12 %	13 %	13 %	13 %
4 children or more	3 %	4 %	4 %	4 %

	1987	1990	1992	1995
Children under 18 years of age	1 124 367	1 124 367	1 152 689	1 150 562
Children under 7 years of age	443 191	437 853	443 051	451 778

Source: Statistics Finland

7. Legal abortions 1951 - 1995



Source: NAWH National Research and Development Centre for Welfare and Health

PARTICIPATION BY WOMEN IN SOCIETY

8. Parliamentary elections 1907 - 1995

Year	Turnout of voters Female %	 Male %	Female candidates %	Women elected to Parliament %	 Number
1907	-	-	-	10	19
1908	60	69	-	13	25
1917	66	73	-	9	18
1927	52	60	8	9	17
1936	59	67	8	8	16
1945	73	78	-	9	17
1954	77	83	14	15	30
1962	84	86	15	14	27
1966	84	86	16	17	33
1970	81	83	17	22	43
1972	81	82	21	22	43
1975	74	74	24	23	46
1979	75	76	26	26	52
1983	75	76	30	31	62
1987	77	77	36	32	63
1991	73	71	41	39	77
1995	73	71	39	34	67

Source: Statistics Finland

9. Proportion of women among candidates for parliamentary elections and elected MPs by political party 1995

Puolue	Candidates			Elected councillors		
	Total	Females number	%	Total	Females number	%
Social Democratic Party of Finland	231	106	46	63	23	37
Left wing Alliance	230	84	37	22	5	23
National Coalition Party	225	96	43	39	17	44
Center Party of Finland	200	73	37	44	12	27
Swedish People's Party in Finland	65	27	42	11	3	27
Green League	231	118	51	9	6	67
Progressive Finnish Party	140	37	26	2	-	-
Finnish Rural Party	64	17	27	1	-	-
Christian League of Finland	53	21	40	7	1	14
Ecological Party	27	11	41	1	-	-
Other parties	617	225	36	1	-	-
Total	**2 083**	**815**	**39**	**200**	**67**	**34**
Socialist parties	549	206	38	85	28	33
Non-socialist parties	636	249	39	102	33	32
Other, total	898	360	40	13	6	46
Total	**2 083**	**815**	**39**	**200**	**67**	**34**

Source: Statistics Finland

10. Municipal elections 1960 - 1996

Women in municipal elections 1960 - 1996: percentage of candidates, votes and elected

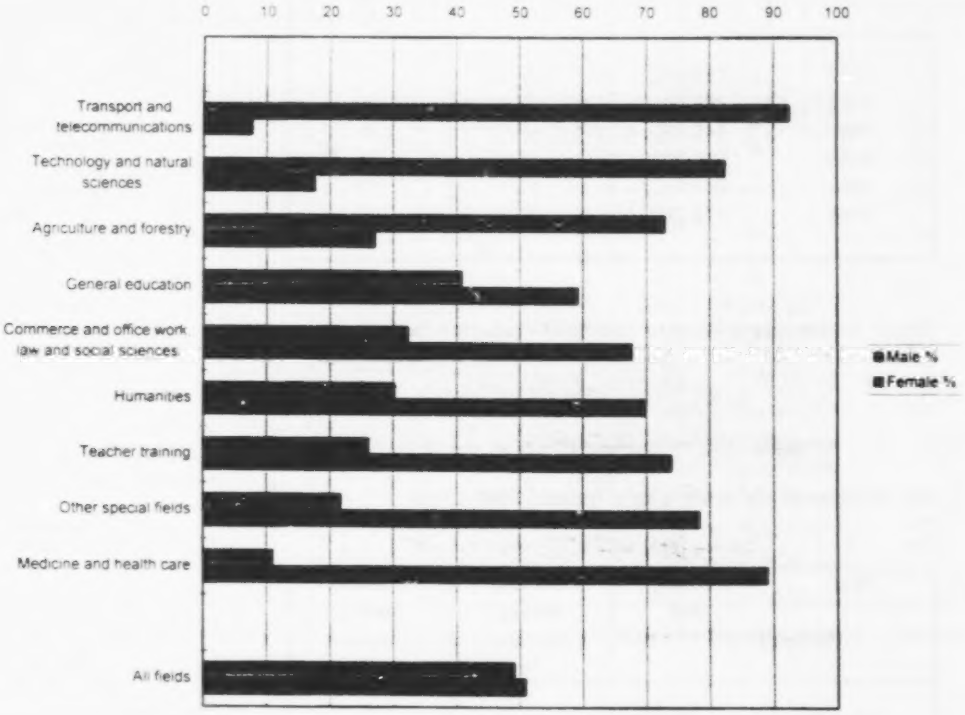
Year	% of candidates	% of votes	% of elected councillors
[illegible]	11	13	8
[illegible]	11	13	8
[illegible]	14	16	11
[illegible]	20	22	15
[illegible]	24	26	18
[illegible]	27	30	22
[illegible]	29	33	25
[illegible]	32	34	27
[illegible]	34	36	30
[illegible]	36	37	31

* preliminary data

Source: Statistics Finland

EDUCATION

11. Leaving certificates from upper secondary schools and vocational and professional education institutions, and university degrees by field of education 1995



Fields of education *) **(in the order of male-domination)**	**Male %**	**Female %**
Transport and telecommunications	92,5	7,7
Technology and natural sciences	82,4	17,6
Agriculture and forestry	72,9	27,1
General education	40,8	59,2
Commerce and office work, law and social sciences	32,3	67,7
Humanities	30,2	69,8
Teacher training	26,1	73,9
Other special fields	21,7	78,3
Medicine and health care	11,0	89,0
All fields	49,1	50,9

*) ISCED-classification

Source: Statistics Finland

12. Matriculation examinations 1960 - 1995

Year	examinations total	examinations among women %	examinations among men %
1960	130 000	3	3
1970	246 000	6	5
1980	445 000	10	8
1985	610 000	14	13
1990	744 000	17	13
1995	879 000	20	14

Source: Statistics Finland, Register of Completed Education and Degrees

13. Vocational and professional training 1960 - 1995

Year	training total	training among women %	training among men %
1960	390 000	8	10
1970	776 000	16	18
1980	1 319 000	26	29
1985	1 592 000	31	34
1990	1 805 000	35	37
1995	2 023 000	39	40

Source: Statistics Finland. Register of Completed Education and Degrees

14. Vocational and professional education by type of institution 1995

Type of institutions	Number of institutions	Number of students			First-year students		Leaving certificates obtained	
		Total	change from 1994 %	Women	Total	change from 1994 %	Total	change from 1994 %
Vocational and professional education institutions								
Agriculture	36	6 504	4	53	4 447	34	2 737	4
Forestry	13	2 304	-12	20	1 227	-8	1 029	-13
Technical	31	27 967	3	12	9 542	-3	5 816	4
Vocational	96	55 542	-4	35	40 399	72	20 071	2
Specialized vocational	9	1 042	-10	49	501	-31	456	-2
Special vocational	14	2 525	9	37	1 728	49	960	8
Vocational adult education centres	30	1 923	-14	53	1 710	-10	1 558	12
Crafts and industrial arts	34	6 7[illegible]	-9	72	2 791	-3	1 609	-7
Fine arts	13	984	9	59	337	12	165	-5
Commercial	60	39 533	14	61	21 169	36	11 134	-2
Maritime	4	530	-24	22	409	33	143	-62
Health care	39	30 913	-4	87	12 075	-9	10 299	-14
Social services	22	10 210	-1	90	4 135	-9	3 946	3
Kindergarten teacher training *)	-	-	-	-	-	-	440	-18
Home and institutional economics	28	6 003	-3	91	4 455	16	2 967	-20
Hotel and catering	15	5 179	8	65	2 818	7	2 359	-3
Fire, police and security	3	719	30	11	643	41	880	35
Other	11	453	-3	31	344	-13	362	10
Vocational and professional education in general education institutions								
Music	11	1 314	2	58	382	-10	171	-12
Physical education	10	606	-5	45	393	31	275	4
Folk high schools	17	2 066	11	77	971	23	565	5
Others		3 986			1 746			

*) Kindergarten teacher institutes have been abolished and the education of kindergarten teachers has been transferred to universities on 1 August 1995.

Source: Statistics Finland

15. New students entering vocational and professional education institutions by field of study 1995

Field of study	New students 1995	Women % of new students
Textiles and clothing	2 090	98
Home, institutional economics and cleaning services	5 610	94
Social and health care services	17 808	87
Horticulture	1 308	79
Crafts and design	3 218	70
Food industry	1 645	66
Hotel, restaurant and catering field	11 090	64
Business and administration	21 516	59
Communications and visual arts	522	56
Other renewable natural resources	26	50
Agriculture	2 416	41
Graphics technology	595	39
Paper and chemical industry	1 787	38
Surface treatment	685	33
Land survey technology	343	22
Other technology and transportation	3 399	20
Seafaring	449	11
Wood industry	1 547	10
Forestry	1 511	10
Fishery	283	6
Construction technology	4 696	5
Vehicles and transportation	6 200	5
Electrical engineering	9 827	4
Machinery and metal technology	6 898	3
Heating and ventilation	1 493	2
Other vocational training	3 514	63
Yhteensä	**110 476**	**49**

Source: Statistics Finland

16. First-year university students by sex and field of study 1996

	Total	Men %	Women %
Male-dominated fields (61-90 % men)			
Engineering	3 206	82	18
Mixed (41-60 % men and women)			
Natural Sciences	3 260	60	40
Economics	1 669	55	46
Law	529	49	51
Music	161	47	53
Theatre and Drama	73	47	53
Sport Sciences	60	45	55
Agriculture and Forestry	376	44	56
Art and Design	233	40	60
Female-dominated fields (61-90 % women)			
Medicine	282	39	61
Theology	186	39	61
Social sciences	1 595	35	65
Dentistry	46	33	67
Fine Arts	32	25	75
Humanities	2 595	23	78
Psychology	139	19	81
Pharmacy	278	16	84
Educational Sciences	2 012	16	84
Women's fields (91-100 % women)			
Veterinary Medicine	50	8	92
Health Care	350	7	93
All fields - total	**17 132**	**46**	**54**

Source: Statistics Finland

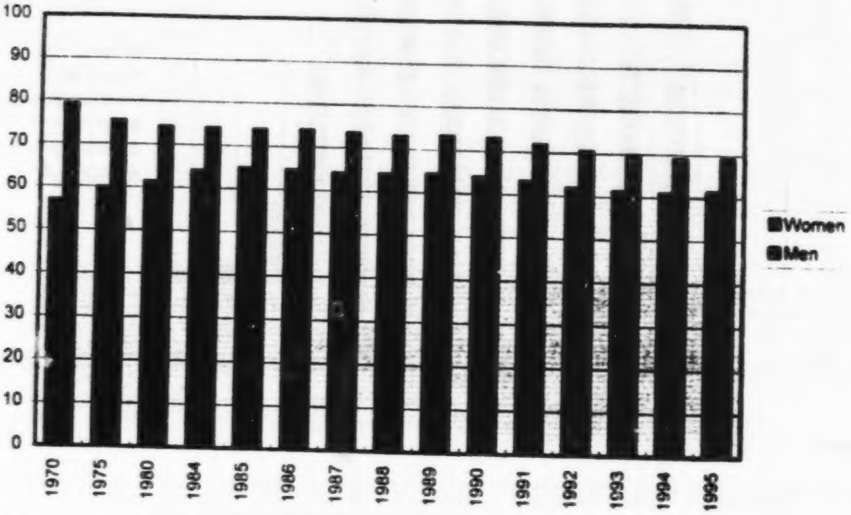
17. Women in adult education 1995

	Attendances total	Women %
Folk high schools	118 000	64
Adult education centres	1 116 000	76
Study circle centres	260 000	64
Vocational and professional education institutions	683 000	43
Universities	126 000	--
Summer universities	74 000	75

Source: Statistics Finland

WORKING LIFE

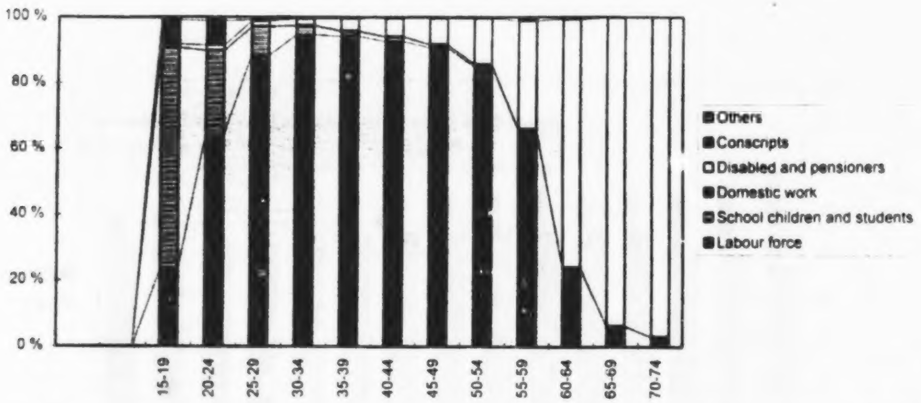
18. Labour force by sex 1970 - 1995 (aged 15-74)



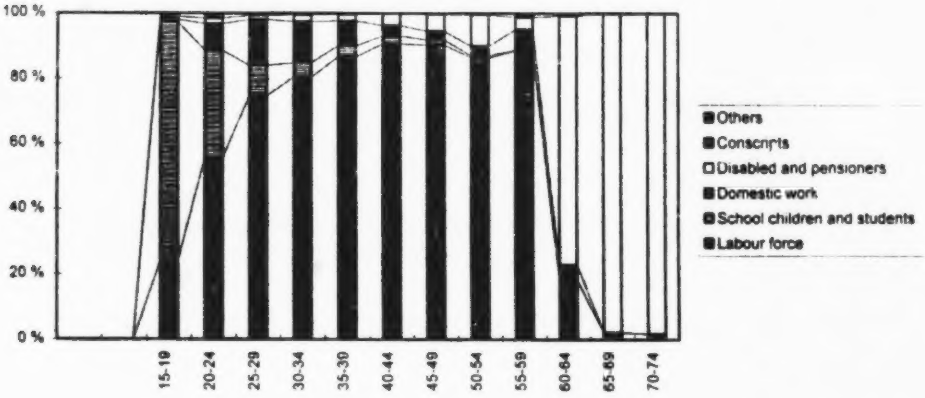
Source: Statistics Finland

19. Activities of working-age population by age 1995 (chart)

Men



Women



Source: Statistics Finland

20. Activities of working-age population by age 1995

Men (1 000)

Year	Labour force	School children and students	Domestic work	Disabled and pensioners	Conscripts	Others
15-19	39	113	0	2	12	1
20-24	99	40	0	2	12	2
25-29	159	15	1	3	0	2
30-34	184	5	0	4	-	1
35-39	186	3	1	7	-	1
40-44	191	3	0	11	-	1
45-49	203	2	1	18	-	1
50-54	126	1	0	21	-	1
55-59	87	0	1	44	-	2
60-64	27	0	0	86	-	1
65-69	7	0	-	97	-	0
70-74	2	0	-	72	-	0
15-74	1 311	182	4	367	24	12

Women (1 000)

Year	Labour force	School children and students	Domestic work	Disabled and pensioners	Conscripts	Others
15-19	38	118	1	2	-	2
20-24	83	49	12	3	-	2
25-29	129	16	24	2	-	1
30-34	150	8	23	4	-	1
35-39	164	6	14	4	-	1
40-44	181	5	6	7	-	0
45-49	195	3	6	11	-	1
50-54	127	1	5	14	-	1
55-59	91	0	7	40	-	1
60-64	23	0	6	97	-	1
65-69	3	0	-	128	-	0
70-74	2	0	-	118	-	0
15-74	1 186	206	104	430	-	11

Source: Statistics Finland

21. Employed population by occupational status and sex 1976 - 1995

Employed (1 000)

Year	Wage-earners			Self-employed and unpaid family workers		
	Men	Women	Total	Men	Women	Total
1976	955	864	1 819	254	183	437
1980	1 010	920	1 930	221	158	379
1983	1 018	986	2 004	231	155	386
1984	1 037	998	2 035	224	153	378
1985	1 047	1 029	2 076	217	143	360
1986	1 040	1 031	2 071	223	136	359
1987	1 027	1 024	2 051	234	138	372
1988	1 029	1 034	2 063	236	133	368
1989	1 052	1 052	2 104	240	127	367
1990	1 053	1 055	2 108	236	124	359
1991	981	1 019	2 000	224	116	340
1992	895	954	1 849	218	107	325
1993	837	892	1 729	210	101	312
1994	834	878	1 712	210	103	312
1995	873	891	1 764	206	97	303

Source: Statistics Finland

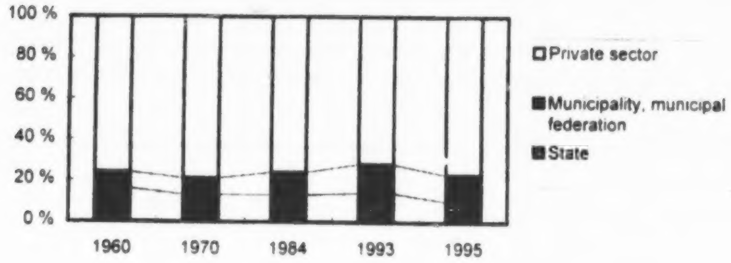
22. Women's labour force participation by number of children 1980 - 1993

	1980		1987		1991		1993	
	Labour force (1 000)	Share of labour force %	Labour force (1 000)	Share of labour force %	Labour force (1 000)	Share of labour force %	Labour force (1 000)	Share of labour force %
Children under 18 years	578	82	562	85	547	81	545	81
- 1 child	275	84	278	88	263	85	235	83
- 2 children	231	83	211	86	206	82	227	84
- 3 children –	71	72	74	77	78	70	82	70
Children under 7 years	253	76	251	79	216	69	253	73

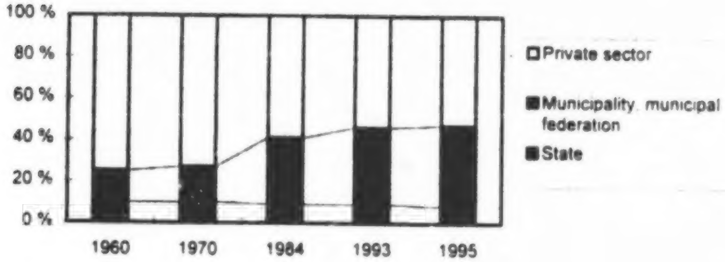
Source: Statistics Finland, Labour Force Survey

23. Male and female employees by employer in 1960 - 1995

Men

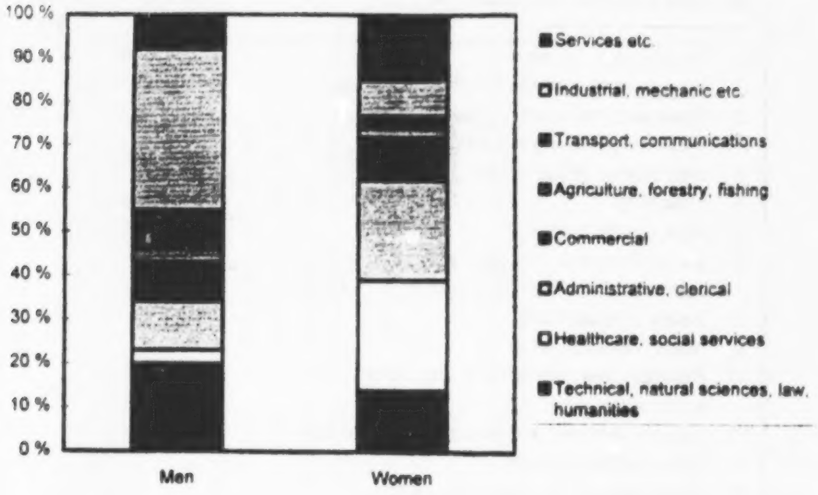


Women



Source: Statistics Finland

24. Occupations of female and male employees 1995



Source: Statistics Finland, Labour Force Survey

25. 20 most common occupations 1995

20 most common occupations	Women (1 000)	Men (1 000)	Total (1 000)
1. Health care, nursing	141	23	165
2. Engineering, chemistry, physics, biology	25	114	139
3. Steel and metal works, machine shops, metal engineering in construction	5	126	132
4. Secretarial, office work	108	9	117
5. Teaching	74	39	113
6. Agriculture, forestry	40	70	110
7. Excecutive and managerial work in public administration, business and organizations	24	71	95
8. Sales in retail trade	62	27	89
9. Road transport work	3	65	68
10. Religion, law, journalism, arts, library and information work	35	33	68
11. Sale of services and securities, real estate, sales representation	22	46	68
12. Office work in banking, assurance, tourism etc.	43	19	62
13. Social work and psychology, organization of free time activities	55	7	62
14. Accommodation establishments and commercial and institutional household work	49	11	60
15. Construction, earth and water construction	1	53	54
16. Electrical, radio, tv, film and video technology	11	41	53
17. Cleaning	47	5	52
18. Child day care	39	1	40
19. Planning of economic administration and accounting	31	6	37
20. Packing, warehousing, stevedoring	12	24	36

Source: Statistics Finland

26. Employees by occupation 1970 - 1995

	Year					
	1970	1975	1980	1985	1990	1995
Agriculture and forestry	454 100	335 600	295 600	248 100	195 300	150 900
Industry	570 500	560 300	565 300	526 200	475 500	376 300
Construction	180 500	163 400	149 500	141 700	129 100	71 800
Transportation	107 500	106 600	108 700	104 200	98 300	86 900
Services in private sector	288 800	269 100	277 300	297 700	316 500	250 200
Services in public sector	241 900	264 000	324 800	374 100	411 000	384 800
Management and experts in production and transportation	89 600	127 700	135 900	176 000	206 300	190 000
Management and experts in financing and administration	74 500	102 000	126 800	154 300	191 500	168 600
Culture	66 300	74 100	86 500	108 800	136 800	147 600
Clerical	172 300	210 700	231 000	252 000	262 900	207 200
Telecommunications	35 500	36 400	36 200	40 000	43 400	33 000
Yhteensä	2 281 500	2 249 900	2 337 600	2 423 100	2 466 600	2 067 300

Souce Ministry of Labour

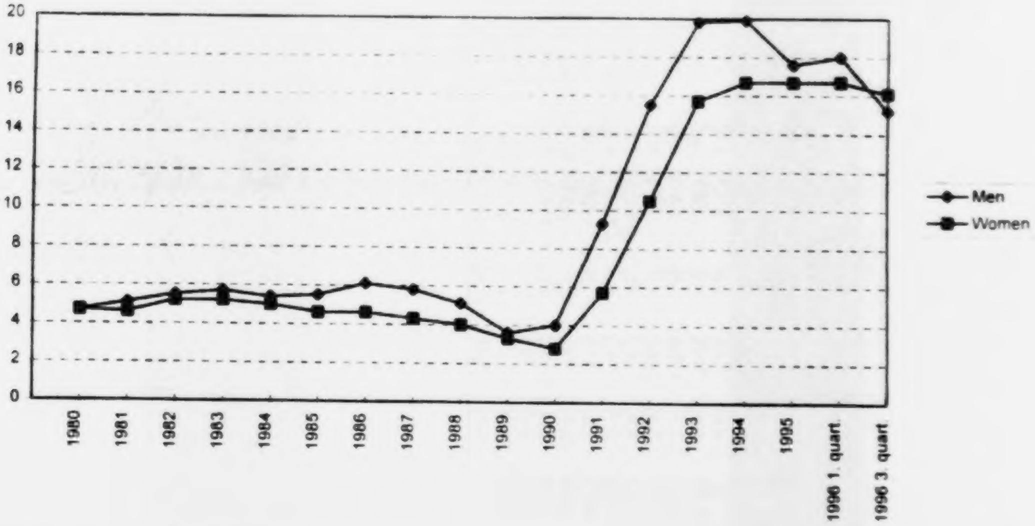
UNEMPLOYMENT

27. Unemployment rates 1980 - 1996

	Unemployment				Unemployment rates		
	Total	Men	Women	Share of women %	Total	Men	Women
1980	114 000	61 000	53 000	46,5	4,7	4,7	4,7
1981	121 000	67 000	54 000	44,6	4,9	5,1	4,6
1982	135 000	73 000	62 000	45,9	5,4	5,5	5,2
1983	138 000	76 000	62 000	44,9	5,5	5,7	5,2
1984	133 000	72 000	61 000	45,9	5,2	5,4	5,0
1985	129 000	73 000	56 000	43,4	5,0	5,5	4,6
1986	138 000	82 000	56 000	40,6	5,4	6,1	4,6
1987	130 000	78 000	53 000	40,8	5,1	5,8	4,3
1988	116 000	67 000	48 000	41,4	4,5	5,1	4,0
1989	89 000	48 000	41 000	46,1	3,5	3,6	3,3
1990	88 000	54 000	34 000	38,6	3,4	4,0	2,8
1991	193 000	124 000	69 000	35,8	7,6	9,3	5,7
1992	328 000	203 000	125 000	38,1	13,1	15,5	10,5
1993	444 000	259 000	184 000	41,4	17,9	19,8	15,7
1994	456 000	259 000	196 000	43,0	18,4	19,9	16,7
1995	430 000	231 000	198 000	46,0	17,2	17,6	16,7
1996 1. quart.	427 000	231 000	196 000	45,9	17,4	18,0	16,7
1996 3. quart.	398 000	201 000	197 000	49,5	15,6	15,2	16,1

Source: Statistics Finland

28. Unemploment rate by sex 1980 - 1996



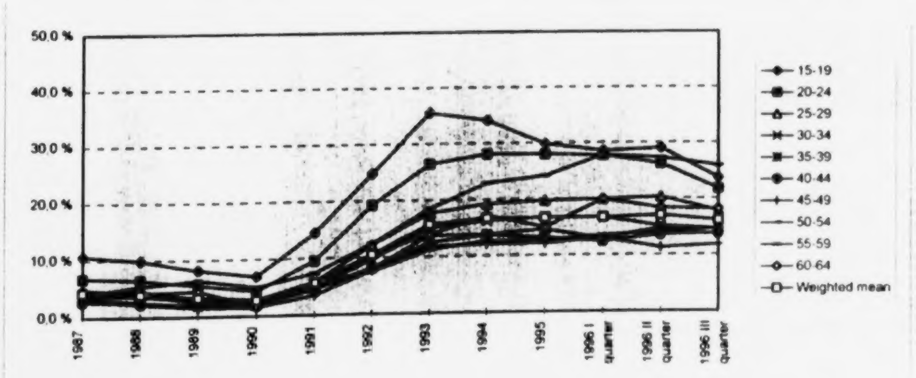
Source: Statistics Finland

29. Unemployment rate by age and sex 1987 - 1996

[illegible]	[illegible]		[illegible]		[illegible]		[illegible]		[illegible]		[illegible]		[illegible]		[illegible]		[illegible]		[illegible]		[illegible]	
	total %	women %	total %	women %	total %	women %	total %	women %	total %	women %	total %	women %	total %	women %	total %	women %	total %	women %	total %	women %	total %	women %
[illegible]	12,3	10,7	8,1	6,8	5,1	4,5	4,3	3,6	4,2	3,4	3,7	2,8	4,1	3,0	5,3	4,6	4,3	4,0	4,1	4,8	5,1	4,3
[illegible]	10,9	9,9	7,3	6,5	4,3	4,0	4,0	3,7	3,6	2,6	3,2	2,4	3,5	2,3	5,0	4,6	5,0	5,4	4,1	4,2	4,5	4,0
[illegible]	8,3	8,2	5,6	5,5	3,2	3,4	3,1	2,8	2,6	2,0	2,6	2,3	2,3	1,6	3,3	3,2	5,0	6,4	3,5	4,5	3,5	3,3
[illegible]	8,6	7,0	5,9	4,4	3,2	2,9	2,8	2,4	2,7	1,9	2,7	2,3	2,3	1,5	3,4	2,3	4,8	5,1	1,4	1,7	3,4	2,8
[illegible]	17,1	14,5	13,4	9,6	8,5	5,8	6,7	4,9	6,3	4,5	6,5	4,9	5,3	3,5	6,0	4,7	8,0	7,4	5,0	4,7	7,6	5,7
[illegible]	27,9	24,8	24,1	19,2	14,9	12,2	12,0	9,6	10,8	8,1	10,4	8,1	9,8	7,7	10,1	7,5	14,7	12,4	11,1	10,6	13,1	10,5
[illegible]	37,3	35,5	31,7	26,4	20,9	17,7	16,8	15,1	15,5	13,7	14,6	12,5	13,5	11,9	13,5	11,2	19,9	18,5	12,1	13,9	17,9	15,7
[illegible]	36,7	34,1	32,4	28,1	21,4	19,2	16,9	16,2	15,3	13,8	14,8	13,7	13,9	12,1	14,4	12,7	25,6	22,9	13,7	17,1	18,4	16,7
[illegible]	32,0	29,8	29,1	28,0	19,4	19,7	15,7	16,8	14,5	14,6	13,9	13,2	13,2	12,2	13,6	12,7	27,0	24,1	12,3	15,0	17,2	16,7
[illegible]	32,6	28,5	30,5	27,7	19,0	19,9	16,5	16,7	13,5	12,9	13,7	12,4	13,8	13,0	14,1	13,5	29,0	27,8	16,6	19,9	17,4	16,7
[illegible]	30,5	29,0	28,8	26,2	16,7	20,3	14,6	15,1	13,3	14,8	13,4	13,6	12,5	11,3	13,3	14,1	27,3	27,3	14,4	18,3	16,6	17,0
[illegible]	26,0	23,7	22,1	21,7	16,5	17,8	13,3	14,6	12,2	14,6	13,3	13,8	12,5	11,8	14,2	14,6	27,0	25,9	18,5	18,1	15,6	16,1

Source: Ministry of Labour, Labour force survey

30. Unemployment rate among women by age 1987 - 1996 (chart)



31. Unemployment rate by industry 1980 - 1995

Year	Industry (Standard Industrial Classification, SIC)							
	All industries	Agriculture and forestry	Manufacturing	Construction	Trade	Transport and communication	Financing, insurance	Services
	%	%	%	%	%	%	%	%
1980	4,7	2,5	2,8	8,3	3,5	2,6	2,3	3,1
1981	4,9	2,9	3,0	6,6	3,0	2,6	1,5	2,8
1982	5,4	3,4	4,3	8,0	3,8	2,7	1,4	2,7
1983	5,5	4,1	5,5	9,4	4,5	2,7	2,2	2,9
1984	5,2	4,0	5,5	9,6	4,4	2,9	1,9	2,8
1985	5,0	3,9	5,2	10,0	4,2	3,1	1,9	2,9
1986	5,4	4,6	5,9	10,9	4,8	3,3	1,1	3,0
1987	5,1	4,4	4,4	10,7	4,2	2,8	1,8	3,4
1988	4,5	4,2	4,0	9,2	3,2	2,7	1,3	3,5
1989	3,5	2,7	2,9	6,1	2,7	2,2	1,5	3,0
1990	3,4	2,7	2,8	7,0	2,5	2,4	2,1	2,8
1991	7,6	4,9	7,9	17,3	5,3	4,8	4,7	4,5
1992	13,1	8,0	12,9	28,4	10,1	7,3	9,2	8,2
1993	17,9	10,2	15,7	35,6	15,5	10,3	13,5	12,2
1994	18,4	10,9	14,2	36,7	16,9	10,9	14,2	12,8
1995	17,2	10,0	12,0	31,7	15,5	10,5	12,7	13,6

STANDARD INDUSTRIAL CLASSIFICATION								
TOL 1980-1989	0-9	1	2,3,4	5	6	7	8	9
TOL 1990-1994	01-99	01-04	06-09,11-29,31-34	35-38	41-48	51-58	61-77	81-98
TOL 1995	01-99	01-05	10-41	45	50-55	60-64	65-74	75-97

Source: Statistics Finland, Social Statistics: labour force

32. Employment service 1980 - 1995

Monthly averages

[illegible]	[illegible]	Job vacancies 1)	Unemployed job-seekers 2)					On reduced working week
			Total	Men	Women	Unemployed for over a year	Redundant	
1980	158 948	12 232	109 480	58 296	51 185	--		5 039
1981	187 053	13 037	111 352	59 532	51 820	11 453	6 627	3 451
1982	221 389	11 301	132 021	72 046	59 975	14 048	7 343	3 604
1983	233 783	11 816	139 075	77 528	61 547	17 062	9 576	3 584
1984	236 927	12 002	132 897	75 033	57 864	15 536	10 095	3 7[illegible]
1985	249 673	12 235	139 039	78 369	60 670	13 164	8 990	3 938
1986	269 657	12 439	147 818	85 647	62 171	14 785	9 482	3 803
1987	274 145	12 431	140 454	81 097	59 357	16 664	11 856	3 815
1988	260 992	17 358	127 600	71 069	56 531	12 104	8 315	3 427
1989	233 494	30 381	103 441	54 778	48 663	6 383	6 726	2 718
1990	263 133	26 927	103 164	59 457	43 707	3 029	9 677	2 383
1991	365 080	13 380	213 201	134 611	78 590	5 298	32 347	5 906
1992	538 620	7 051	363 121	221 485	141 636	29 239	43 649	10 953
1993	680 435	5 935	482 173	280 729	201 444	86 018	45 886	14 431
1994	720 999	7 362	494 248	276 897	217 351	133 561	26 793	12 904
1995	694 634	8 305	466 013	254 865	211 148	140 224	15 143	9 207

1) From the beginning of 1988, under the provisions of the Employment Act, all job vacancies must be reported to the employment service.

2) Enrolled in the employment service register. From 1980, exclusive of unemployment pensioners. Differences in the data on unemployment between the Labour Force Survey of Statistcs Finland and of the Employment Service Statistics of the Ministry of Labour are explained in memo no. 131 of Statistics Finland.

Source: Ministry of Labour: Employment Service Statistics

33. Part-time employed 1976 - 1995 (1-29 hours a week)

Aged 15-74 (1 000 persons)					Share of part-time employees of all employed	
Year	Men	Women	Total	Share of women %	women	men
1976	40	110	151	73	10,4	3,3
1981	47	126	173	73	11,4	3,8
1985	58	143	200	72	12,1	4,6
1986	61	134	195	69	11,5	4,8
1987	61	121	194	69	11,4	4,8
1988	56	122	177	68	10,4	4,4
1989	60	120	183	67	10,4	4,6
1990	57	116	177	68	10,2	4,4
1991	61	110	177	66	10,2	5,1
1992	60	111	170	65	10,3	5,4
1993	65	110	176	63	11,2	6,2
1994	63	110	174	63	11,2	6,0
1995	59	110	169	65	11,1	5,5

Source: Statistics Finland

34. Persons performing domestic work 1989 - 1995

(1 000 persons)				
Year	Men	Women	Total	Share of women %
1989	3	104	107	97,2
1990	4	107	111	96,4
1991	4	110	114	96,5
1992	4	111	115	96,5
1993	5	108	113	95,6
1994	4	105	109	96,3
1995	4	104	108	96,3

Source: Statistics Finland

SALARIES AND PENSIONS

35. Women's and men's hourly wages by industrial sector, and women's wages as percentage of men's wages 1975 and 1995

Industrial sector	**FIM / hour** **1975** **women**	 **men**	 **1995** **women**	 ***)** **men**	**Women's wages as percentage of men's** **1975**	 **1995**
Mining	-	13,71	51,08	72,30	-	71
Lime and cement industry	9,19	12,62	43,67	60,14	73	73
Other building materials	9,56	12,68	55,88	58,91	75	95
Glass and glass product	9,34	12,90	53,19	64,46	72	83
Porcelain	9,85	12,64	45,60	55,30	78	82
Metal	9,97	13,27	53,42	65,11	75	82
Leather	8,80	11,28	39,60	46,81	78	85
Chemical basic	10,23	13,46	55,02	69,70	76	79
Textile	8,67	11,70	42,92	53,86	74	80
Clothing	8,44	10,14	39,43	47,24	83	83
Paper	10,88	13,48	59,59	70,35	81	85
Graphics	10,86	13,53	54,20	63,54	80	85
Wood	8,75	11,01	53,09	57,39	79	93
Boatbuilding	-	14,60	-	-	-	-
Furniture	9,34	11,24	46,52	50,29	83	93
Other foodstuff	9,15	12,10	-	-	76	-
Brewing and soft drink	9,42	12,24	-	-	77	-
Tobacco	9,67	12,39	-	-	78	-
Powei plants	8,73	11,98	49,33	62,89	73	78
Average	9,34	12,88	50,90	64,00	73	80

*) 1995 / IV quarter

Source: **Statistics Finland, wage statistics**

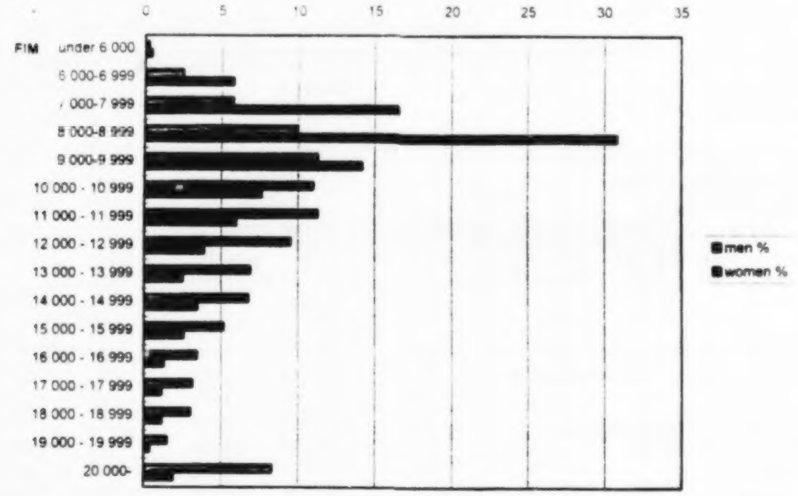
36. Earnings by occupation group in the public sector 1995
Average earnings for regular working hours by sex, and women's earnings as percentage of men's earnings

Occupation group	Local government salaried FIM/month			Central government salaried FIM / month		
	women	men	%	women	men	%
Architects	15 803	16 077	98	15 105	15 988	94
Planning and inspection engineers	13 424	14 290	94	9 413	13 993	67
university lecturers, directors	-	-	-	14 384	15 254	94
Senior teachers in vocational and professional institutions	14 044	16 142	87	13 122	14 484	91
Comprehensive school teachers	11 681	12 550	93	-	-	-
Secondary and senior secondary school teachers	15 757	16 564	95	-	-	-
Librarians	9 626	9 701	99	11 620	11 314	103
Musicians	9 718	10 880	89	-	13 393	-
Ward physicians, specialists, physicians in health centres	20 380	23 880	85	19 966	21 723	92
Dentists in health centres, specialists in dentistry	18 519	20 900	89	13 316	16 454	81
Nurses	10 598	10 831	98	9 438	9 530	99
Children's nurses (social services)	9 788	8 347	117	-	-	-
Senior officials in administration	17 328	22 984	75	17 279	20 637	84
Office workers	7 734	7 432	104	7 518	7 211	104
Mailmen, mail sorters	6 006	6 136	98	6 630	6 764	98
Firemen	-	10 185	-	-	-	-
Police officers (excluding superintendents)	-	-	-	15 445	17 824	87
Cooks, cold buffet managers 1)	8 255	8 495	97	8 801	9 244	95
Cleaning supervisors	7 058	7 472	94	7 393	7 184	103
Customs officials	-	12 707	-	9 076	11 091	82
Cook	7 976	7 249	110	-	-	-
Total number of employees	222 105	61 508		12 871	10 017	
Number of women as percentage of employees in the sector	78.3 %			56.2 %		

1) In municipalities only cooks included

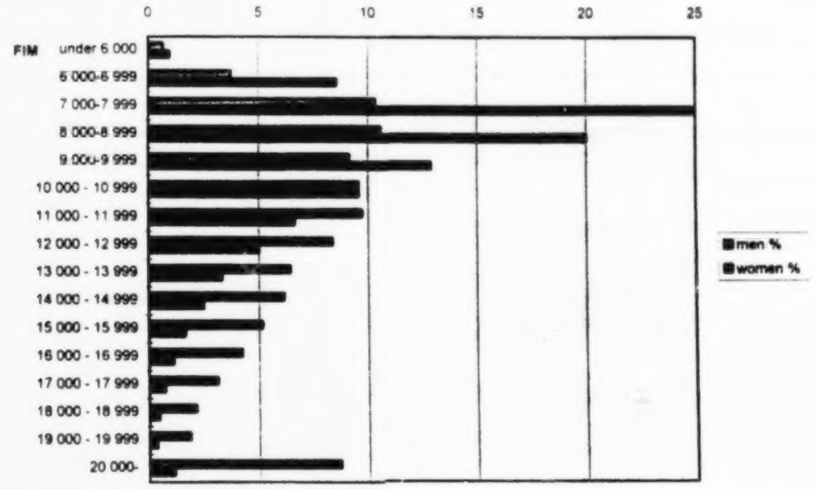
Source: Statistics Finland

37. **Salaried female and male central government employees by salary level 1995**



Source: Statistics Finland

38. **Salaried female and male local government employees by salary level 1995**



Source: Statistics Finland

39. Total pension distribution of pension beneficiaries by sex 1995

Total pension	All beneficiaries		Males		Females	
FIM/month	qty	%	qty	%	qty	%
0 - 1 999	71 341	6,0	22 567	4,6	48 774	7,0
2 000 - 2 999	154 491	13,0	27 810	5,6	126 681	18,1
3 000 - 3 999	286 554	24,0	92 542	18,8	194 012	27,8
4 000 - 4 999	239 951	20,1	95 969	19,5	143 982	20,6
5 000 - 7 499	275 425	23,1	144 995	29,4	130 430	18,7
7 500 - 9 999	97 828	8,2	61 832	12,5	35 995	5,2
10 000 - 14 999	50 940	4,3	35 129	7,1	15 811	2,3
15 000 -	15 208	1,3	12 232	2,5	2 976	0,4
Average pension FIM/month	5 005		5 954		4 336	

The table covers all those receiving employment and/or national pensions.
Child's pensions are not included.

Source: The Central Pension Security Institute. The Social Insurance Institution: Statistical Yearbook of Pensioners in Finland

40. Earnings-related unemployment allowances by amount and sex 1995

Daily allowance FIM/day	All qty	All %	Males qty	Males %	Females qty	Females %
-19,99	7 436	1,6	2 464	1,1	4 972	2,0
20,00 - 39,99	6 457	1,4	1 359	0,6	5 098	2,1
40,00 - 59,99	6 475	1,4	1 409	0,6	5 066	2,0
60,00 - 79,99	6 449	1,4	1 579	0,7	4 870	2,0
80,00 - 99,99	6 085	1,3	1 566	0,7	4 519	1,8
100,00 - 119,99	7 165	1,5	1 914	0,9	5 251	2,1
120,00 - 139,99	10 636	2,3	3 503	1,6	7 133	2,9
140,00 - 159,99	32 296	6,9	12 320	5,6	19 976	8,0
160,00 - 179,99	48 702	10,4	18 713	8,5	29 989	12,1
180,00 - 199,99	62 497	13,3	22 743	10,3	39 754	16,0
200,00 - 219,99	69 771	14,9	26 549	12,1	43 222	17,4
220,00 - 239,99	60 371	12,9	26 995	12,3	33 376	13,4
240,00 - 259,99	45 899	9,8	25 090	11,4	20 809	8,4
260,00 - 279,99	34 644	7,4	22 871	10,4	11 773	4,7
280,00 - 299,99	25 820	5,5	19 433	8,8	6 387	2,6
300,00 - 319,99	17 583	3,8	14 151	6,4	3 432	1,4
320,00 - 339,99	10 004	2,1	8 440	3,8	1 564	0,6
340,00 - 359,99	4 707	1,0	4 113	1,9	594	0,2
360,00 - 379,99	2 255	0,5	2 045	0,9	210	0,1
380,00 - 399,99	1 148	0,2	1 040	0,5	108	0,0
400,00 - 419,99	707	0,2	658	0,3	49	0,0
420,00 - 439,99	345	0,1	311	0,1	34	0,0
440,00 - 459,99	232	0,0	214	0,1	18	0,0
460,00 - 479,99	164	0,0	151	0,1	13	0,0
480,00 - 499,99	96	0,0	93	0,0	3	0,0
500,00 - 519,99	52	0,0	51	0,0	1	0,0
520,00 - 539,99	51	0,0	50	0,0	1	0,0
540,00 - 559,99	28	0,0	26	0,0	2	0,0
560,00 - 579,99	29	0,0	27	0,0	2	0,0
580,00 - 599,99	20	0,0	19	0,0	1	0,0
600,00 -	44	0,0	41	0,0	3	0,0
Total	468 168	100,0	219 938	100,0	248 230	100,0

Source Ministry of Social Welfare and Health

ANNEX V

The Jyvässeutu Mobile Project/ The Finnish Association for Mental Health

A model for the treatment of men guilty of domestic violence

The Jyvässeutu Mobile project in Finland provides a new model for the treatment of men who are guilty of domestic violence.

The existing services have difficulties in responding to domestic violence. In particular it has proved to be difficult to motivate violent men to use the services provided by a support organisation the personnel of which consists mainly of women. There are no special services that would be targeted specifically at men.

The Mobile Support Centre in Jyväskylä, in Central Finland, provides 24 hour crisis intervention services. This makes it possible to intervene quickly in domestic violence situations, and to provide the incentive for treatment when the situation is still acute. The intention is to use the existing governmental and voluntary services in this work. The Mobile Support Centre has cooperation with the police, the Department of Psychology of the University of Jyväskylä, the Jyväskylä Rehabilitation Centre and the Jyväskylä County Government.

Implementation of the treatment model

The Mobile Support Centre is responsible for the planning and coordination of the practical work. Mobile can provide violent men with a male support person to help these men to seek treatment and participate in therapy groups at the Psychotherapy Teaching and Research Clinic at the University of Jyväskylä. Use of a male support person is an integral part of the treatment model. For example the "Alternative to Violence" Clinic in Oslo, Norway, has had good experience with this. One difference between the Jyväseutu project and the Oslo project lies in the close cooperation with the police and the prosecutor: if men participate in the group therapy, the prosecutor has discretion to refrain from prosecuting them for domestic violence, or may take their participation in the therapy into consideration as a mitigating circumstance.

Cooperating with the police and the Jyväskylä Rehabilitation Centre, Mobile works to create therapy groups. The police often intervene in domestic violence by placing the man in custody. As a result, it is possible for the male support persons of the Mobile Support Centre to meet the client immediately after the event when the motivation to seek treatment is still strong. The Jyväskylä Rehabilitation Centre provides treatment for those who have problems with intoxicants, and one of the difficulties they often meet is domestic violence. In addition, the participation of the Rehabilitation Centre in the treatment model offers the possibility of treating the client with intoxicant problems when needed.

The work of the Jyväskylä Mobile Support Centre is part of a national Mobile project that has been organised by the Finnish Mental Health Society and the AA Association. The project is funded by the Slot Machine Association, the employment authorities and, in the case of Jyväskylä area, the City of Jyväskylä, the Jyväskylä Rural Municipality and the municipalities of Muurame and Laukaa. The goal of the project is to provide crisis services, develop new approaches to be used in crisis work, and provide employment and training for people working in social welfare and health services.

Most of the resources required by the treatment model come through the Mobile project. The role of Mobile in the treatment of clients, in coordination of the cooperative work, in the planning and training of workers is necessary for a successful implementation of treatment model. It is particularly important that the locality can offer at least one place which, for twenty-four hours a day and seven days a week, can assess domestic violence situations and intervene immediately upon request.

Domestic violence remains a taboo subject in the Finnish society. As a result, those guilty of domestic violence as well as their victims and others affected by domestic violence need a place where they can seek help in all life situations, anonymously, and regardless of their age, sex, and state of intoxication. It is also important that, in the middle of acute crisis situations, the clients need not themselves to diagnose their situation and search for a place where they can obtain help.

Experience from The Mobile project indicates that a client who is faced with domestic violence often finds this situation so difficult that, when contacting the Centre, he is not always able to admit that violence was the reason for this contact. The real reason for the contact often does not become apparent until later, during the "soft" assessment of the general situation.

Because of these difficulties in admitting the problems, the Centre must be able to offer its services without requiring an appointment, or without requiring the client to explain why he has contacted the Centre. It is enough that the client wants to come to the Centre, or telephones or requests a house call, without any need for further explanations. What is most important is that a contact is made with the client, and further work may begin. Mobile is a service with a "low threshold", which is shown by the fact that Mobile gets between 50 and 60 contacts related to domestic violence each month.

The contents of the treatment model and the division of labour

Domestic violence is a wide problem that affects many different networks of governmental authorities and voluntary services. As a result, the treatment model of Jyvässeutu Mobile emphasises the need for smooth cooperation between the different elements. The treatment model involves the following division of labour:

The police

In acute domestic violence situations, the police are responsible to intervene and, if needed, to request that the Mobile personnel follow them in order to assist the abusers, their victims and other parties involved. If there is a need to take the abuser into custody, the police will tell him of the work of the "Alternative to Violence" group, and suggest that the client should contact Mobile. Depending on the situation, it is possible to meet the client already while he is still in custody or is being questioned by the police. Contact is made with the client as soon as possible after the violent incident, within two days at the latest. The basic idea here is the need for immediate intervention and the responsibility of the abuser, since, according to experience, this motivates the abusers to join and continue with the therapy.

Mobile

The Mobile Support Centre is responsible for the planning of the treatment model and for coordination, and convenes the therapy group in cooperation with the police and the Jyväskylä Rehabilitation Centre. Also other social welfare and health care services can advice men to join the "Alternative to Violence" group. Moreover, men can turn to the group on their own initiative.

While waiting to join the group and to begin therapy, the men agree on visits to the Mobile Support Centre for an assessment period. The purpose of these visits is to maintain motivation and assess the client's situation. The work of the Mobile Centre emphasises the importance of the assessment period which is a fundamental part of the treatment of the men. During this assessment period, not only is the client's situation assessed, but one further purpose is to get the client himself to understand that his violent behaviour is a problem. The assessment period aims at creating commitment to the treatment. The personnel are active and straightforward during this period. The purpose is to find out why the client had decided to contact the Centre at that specific time, what he considers to be his problem and how he explains his violent behaviour. In addition, Mobile provides a neutral place for visits by other family members and interested parties. Clients can turn to Mobile at any time of the day.

The Psychotherapy Teaching and Research Clinic of the University of Jyväskylä

The Clinic is responsible for the therapy treatment for the men. Eight men are selected to a group, which is led by two qualified male therapists. Before the group begins its meetings, the therapists interview the men who have applied to join the group, and assess their motivation to seek treatment. The treatment is provided as group therapy, and the composition of the group remains the same throughout the entire period of therapy. The therapy consists of fifteen group sessions.

The Clinic also carries out research; all sessions are videotaped and will be analysed in a study to be made at a later time. A further purpose is to study the effects of the treatment on the members of the man's family, and assess how the men manage after the therapy.

The Jyväskylä City Rehabilitation Centre

The Rehabilitation Centre is responsible when necessary for the assessment and treatment of the men's problems with intoxicants, and encourages men to participate in the assessment period at the Mobile Support Centre.

Prosecutors

Prosecutors work closely with the police and the Mobile Support Centre, and consider whether or not to withdraw from the prosecution of the men accused for domestic violence if the men are willing and motivated to participate in "Alternative to Violence" therapy. Each case is assessed in detail, and participation is monitored in order to prevent the abuse of the system.

During 1996 the Centre has worked in the manner described above. During 1997, the goal is to develop further the forms of work with violent men. Experience has shown that in order for this model to serve in the long run as an effective and goal-oriented form of treatment for men guilty of domestic violence, more attention must be paid to increasing the effectiveness of work with violent men. It is also extremely important to extend the scope of research to the victims and other persons affected by domestic violence, as well as to their families and social networks, so that more information about the sensitive problems involved can be obtained. Experience with the treatment of the men has been encouraging.

Cooperation with the Psychotherapy Clinic during 1997

Employing a full-time therapist, with the opportunities for cooperation that this involves, encompasses the following sectors and services designed to assist violent men, their victims and others affected by domestic violence:

- therapy groups for men
- therapy groups for victims, if needed
- therapy groups for others affected by domestic violence, if needed (for example, children)
- individual therapy for the members of these groups
- possible initial work with couples / families
- research projects
- additional personnel (this is combined with practical training for psychology students)
- early identification of possible psychotic crises in connection with domestic violence situations
- activation of social networks
- training for the police and for practitioners in social welfare and health services

The therapist will participate in the assessment periods together with the Mobile personnel. The approach to the work will be active, and this will give the maximum assurance of the continuity of the treatment.